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# REPORT

— OF —

## THE ADVISORY CITY PLANNING COMMISSION

WITH RECOMMENDATIONS FOR

THE IMPROVEMENT OF THE  
CENTRAL BUSINESS SECTION

OF THE

CITY OF TORONTO

*[Commission & committee of inquiry]*



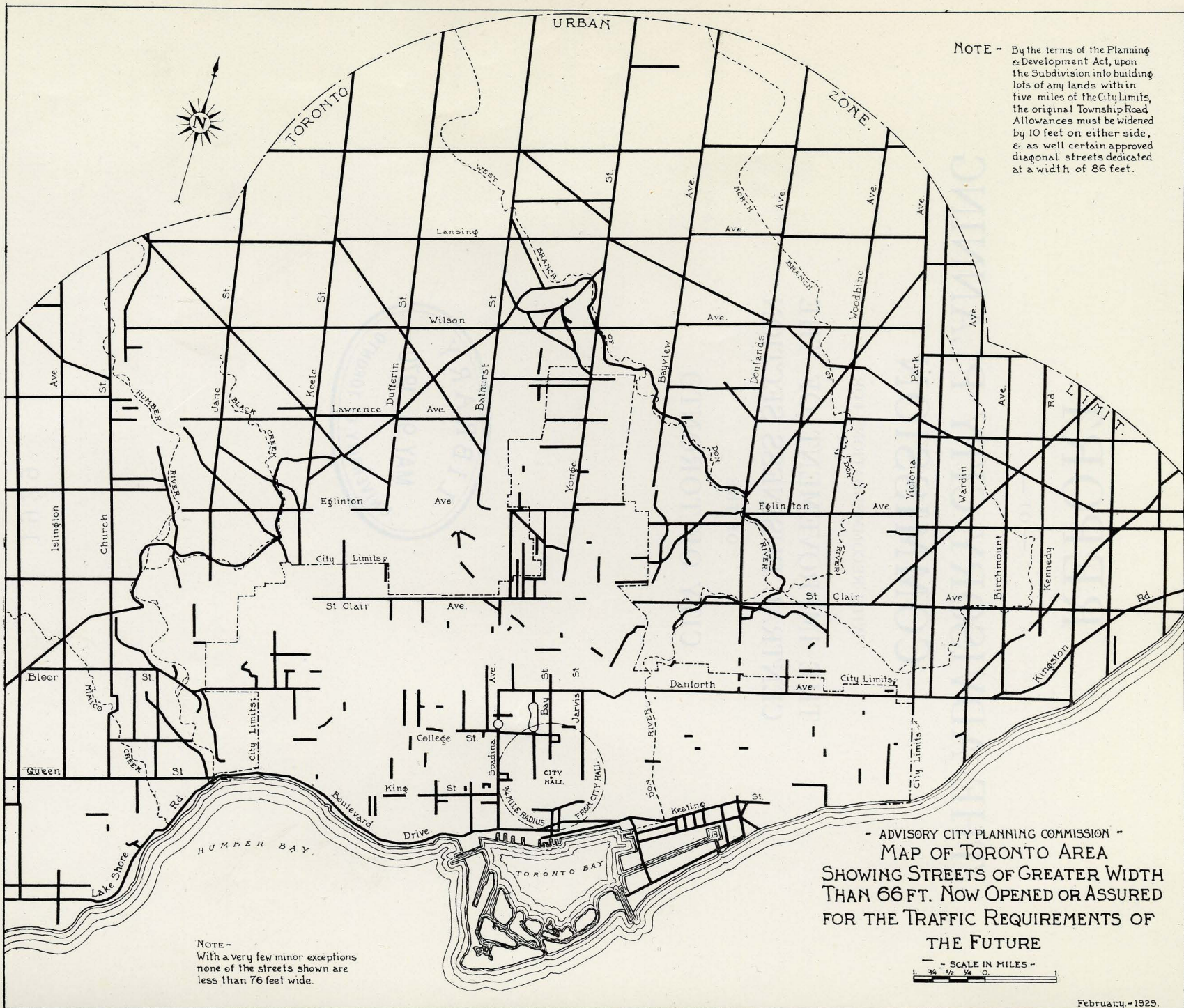
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OF THE  
CITY OF TORONTO



1929





NOTE - By the terms of the Planning & Development Act, upon the Subdivision into building lots of any lands within five miles of the City Limits, the original Township Road Allowances must be widened by 10 feet on either side, & as well certain approved diagonal streets dedicated at a width of 86 feet.

NOTE - With a very few minor exceptions none of the streets shown are less than 76 feet wide.

- ADVISORY CITY PLANNING COMMISSION -  
**MAP OF TORONTO AREA**  
 SHOWING STREETS OF GREATER WIDTH THAN 66 FT. NOW OPENED OR ASSURED FOR THE TRAFFIC REQUIREMENTS OF THE FUTURE

- SCALE IN MILES -  
 1/4 1/2 3/4 1



CITY OF TORONTO  
THE ADVISORY CITY PLANNING COMMISSION

*Appointed by Council, May 17, 1928*

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COMMISSIONERS:

SAMUEL McBRIDE - - - - *Mayor*  
H. H. WILLIAMS - - - - *Chairman*  
T. BRADSHAW - - - - *Vice-Chairman*

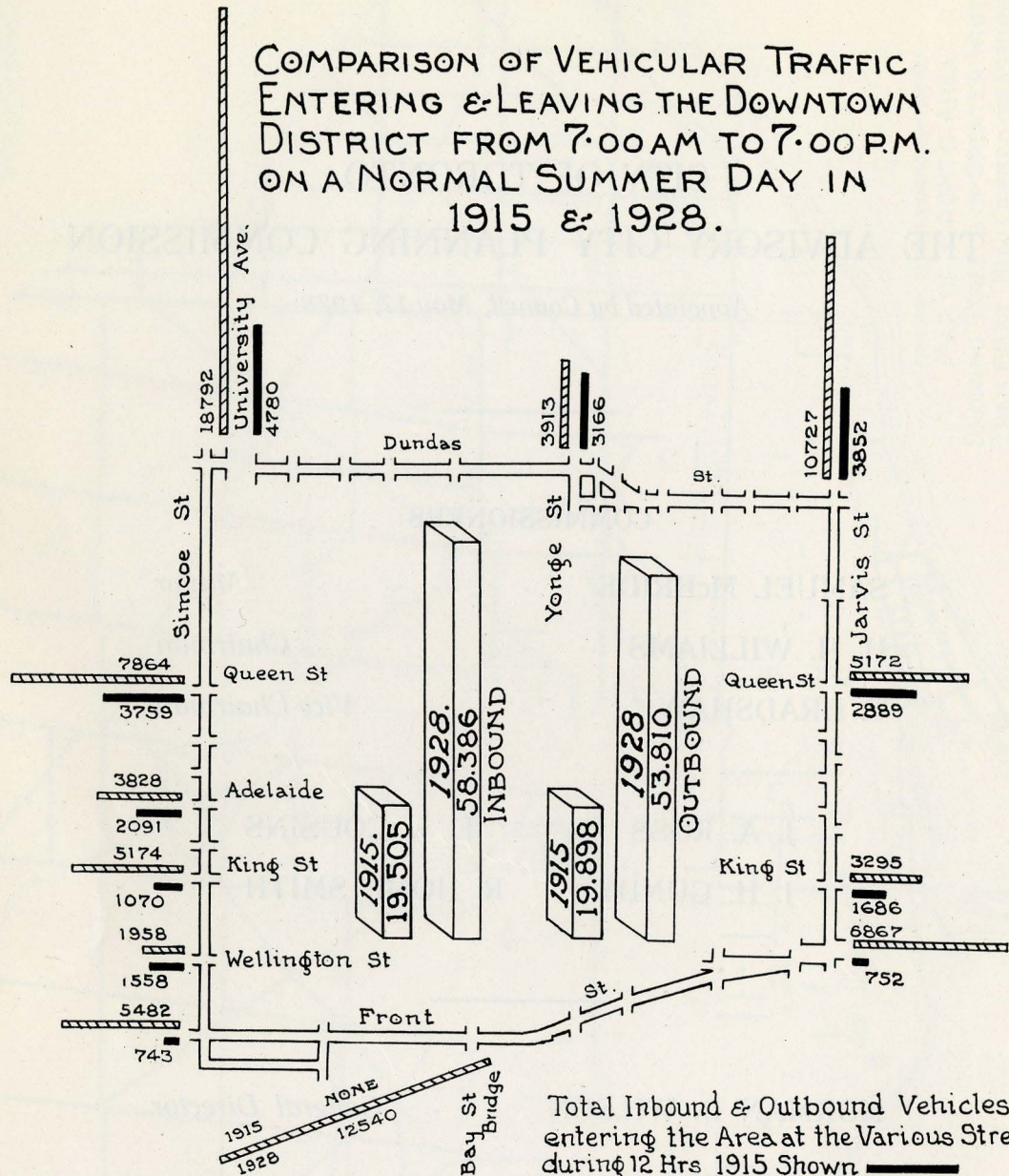
J. A. ROSS                      E. L. COUSINS  
J. H. GUNDY                    R. HOME SMITH

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NORMAN D. WILSON - - - *General Director*



# COMPARISON OF VEHICULAR TRAFFIC ENTERING & LEAVING THE DOWNTOWN DISTRICT FROM 7:00 AM TO 7:00 P.M. ON A NORMAL SUMMER DAY IN 1915 & 1928.



Total Inbound & Outbound Vehicles entering the Area at the Various Streets during 12 Hrs 1915 Shown

.. .. . 1928 .. .. in Lengths Proportional to the Amount of Traffic.

The Prisms in the Interior of the Area Show to Scale the Total Amount of Vehicular Traffic Entering & Leaving the Area during the 12 Hours.

1915- Traffic Counts Taken by Civic Transportation Committee.  
1928- Traffic Counts Taken by Toronto Transportation Commission.

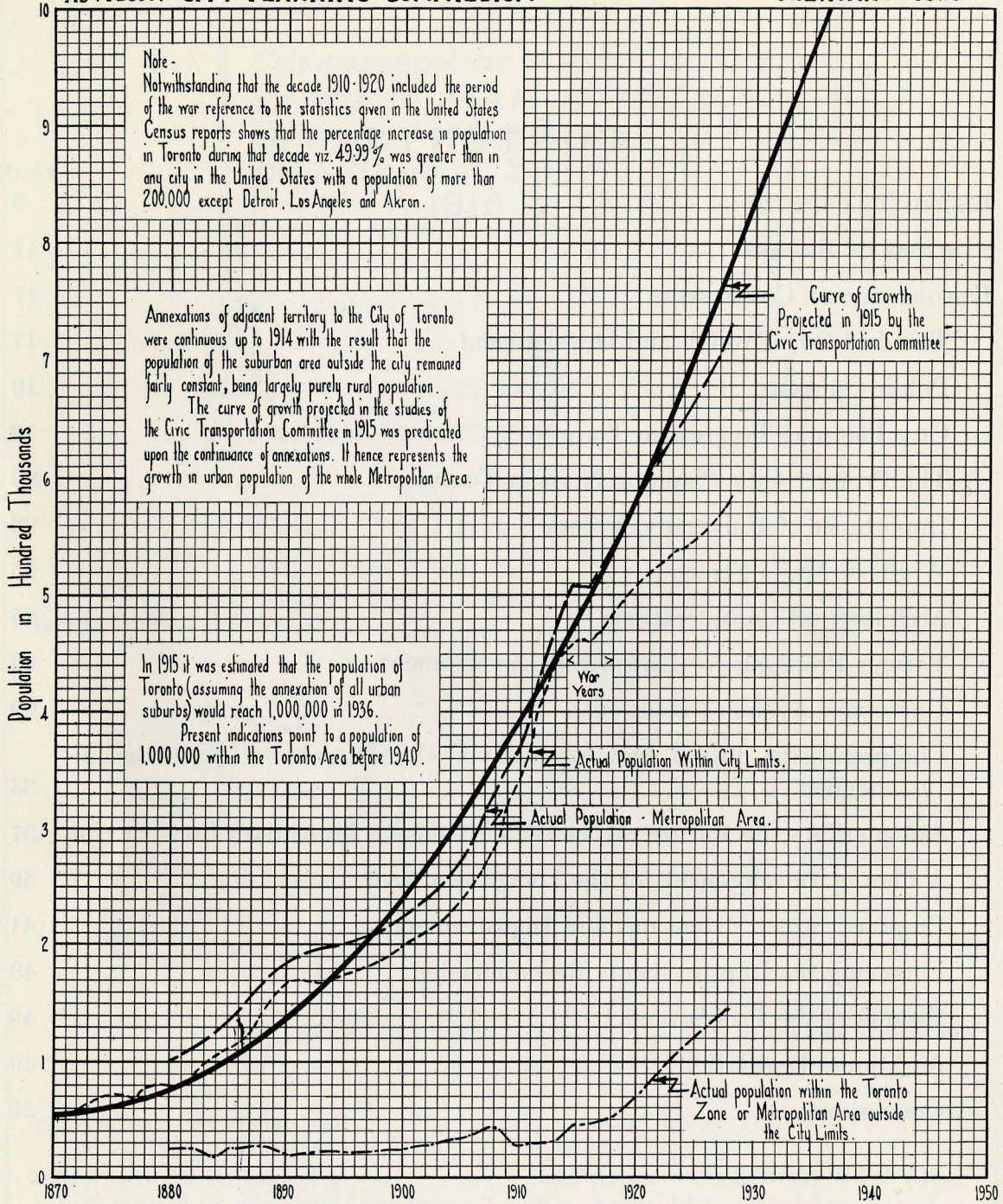
ADVISORY CITY PLANNING COMMISSION.  
February 1929



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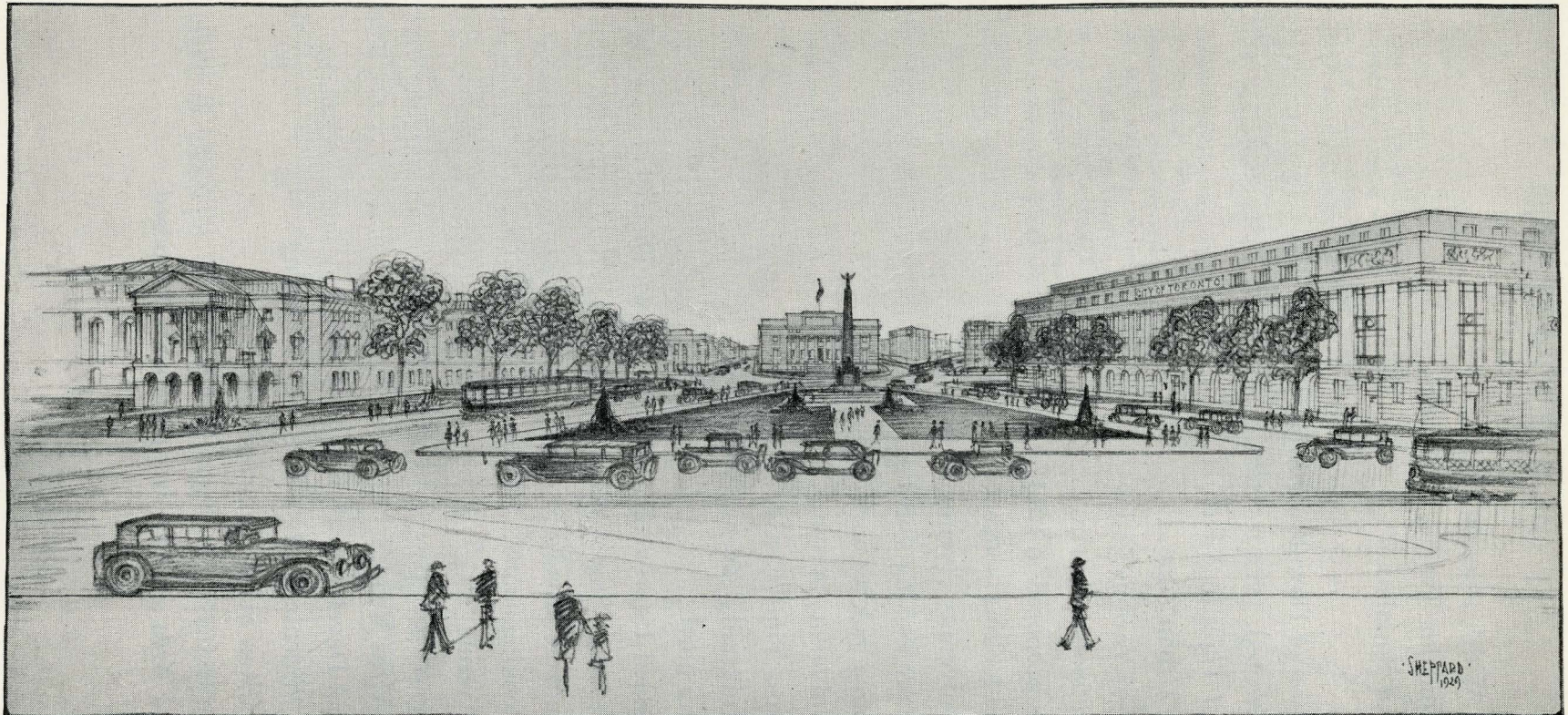
CURVE OF GROWTH OF POPULATION IN TORONTO AND SUBURBS



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ST. JULIEN PLACE



# SYNOPSIS OF THE REPORT

## INTRODUCTION

The trend of growth of Toronto has been steadily north-westward. More than one-half the population of both the city proper and the metropolitan area reside west of University Avenue. Similarly the trend of development of the business district has been north-westward. Since the war, building permits in the business area south of Queen Street and east of Yonge Street total \$2,000,000 against a total of \$23,000,000 in the corresponding area on the west side of Yonge Street.

Public opinion in Toronto, while well advanced along many lines of civic improvement, has lagged behind as regards street improvements in the business district. The primary need of the whole city is the development of a series of through streets for motor vehicle traffic and this need is particularly felt in the downtown area.

Due to its central location, its width, its possibilities as a traffic artery to the north, and its position as the gateway to Queen's Park, University Avenue is a street of present and great future importance and its development is not a matter of local concern only. A street as important as its extension into the downtown area should have a width of 100 feet, while the buildings flanking it and visible from it should be regulated as to appearance.

### THE PROBLEM CONNECTED WITH UNIVERSITY AVENUE EXTENSION

All proposals for the extension of University Avenue are divisible into three groups. Those extending University Avenue to Front Street to the west of York Street; those incorporating York Street in its extension; and those crossing York Street and extending University Avenue to Front Street on the east side of York Street.

A new street between Bay and York Streets would open up that extremely long block, and being nearer the business heart of the City, would be more useful as a relief street, certain of earlier development, and that with a more expensive type of building, than a street immediately adjacent to the railway freight yards as would be a straight extension of University Avenue.

The sole advantage of the direct extension of University Avenue is the lengthening of the long vista from the Parliament Buildings. Such advantage is lost with the slightest deflection from the straight line. A direct extension again is too far removed from the present commercial and financial centre to expect the early development of a monumental street. As a gateway to Toronto it would not be within view of the railway station entrance.

York Street subway as the first crossing of the viaduct east of Spadina Avenue is certain to be a very heavily travelled artery carrying miscellaneous traffic from



the harbour front, the railway station, express terminal, etc. It would be a mistake to anticipate that it could wholly satisfactorily serve as a connecting link between the water-front boulevards and University Avenue. York Street is destined to be the heavy traffic artery to the north. University Avenue extension should be made by an independent street.

#### COMPARATIVE STUDIES OF UNIVERSITY AVENUE EXTENSION

Over thirty studies for the extension of University Avenue were made. Three typical ones are briefly summarized as follows. No allowance is made for carrying charges in the amounts shown.

*Study No. 25*, is an extension to Front Street on the west side of York Street. The lands necessary for same, and for a tier of building sites on either side is estimated to cost \$8,941,864. Receipts from excess lands subsequently sold is estimated to total \$7,272,475.

*Study No. 19*, incorporates York Street as part of the extension. The estimated cost to expropriate the necessary lands is \$6,185,664. From re-sales it is estimated that \$5,860,320, will be received.

*Study No. 18*, extends University Avenue to Richmond Street, thence diagonally across York Street to Adelaide Street and thence due south to the Union Station. This extension is estimated to cost \$10,730,772, to expropriate the lands required, while the excess lands, it is estimated, will yield from re-sales \$11,645,238.

#### A PROGRESSIVE PLAN OF IMPROVEMENT FOR THE DOWNTOWN AREA RECOMMENDED

Were the Commission persuaded that a single street extension would solve all the problems of the downtown area, it would unhesitatingly recommend Study No. 18, but on the other hand it believes the time is ripe to adopt a progressive plan for the improvement of the entire downtown area, and recommends a fifteen-year programme of street improvements under the deferred widening provision of the Municipal Act, and the University Avenue Extension Act, amended if necessary. Such programme can be accomplished by the use of a revolving fund of \$13,000,000, allocated to this work free of interest or other annual charges. Such could be met by an increase of not more than one mill at maximum on present city assessment.

To this central downtown area, included within a circle of three-quarters mile radius from the City Hall, is directed over two-thirds of the street-car passenger traffic, as well as to the greater part of the vehicular traffic of the city. It embraces the commercial, financial, wholesale, retail, theatre and administrative centres of Toronto. While one of the oldest portions of the city this central area has seen virtually no street improvements, though the traffic difficulties of its narrow and disconnected streets are appreciated by all who have to use them, which means almost the entire population of the city.



Without disparaging the need of improvement in other parts of the city, the type of buildings now being erected in downtown Toronto, makes it incumbent to act promptly, as one modern office building erected in the path of a projected improvement eliminates all hope of ever carrying out such project. The central business area is the common interest of the whole city. It represents the source of one-third of the city's total revenue. Deeper than any other impression, the visitor carries away as his impression of Toronto the appearance of the downtown area.

### IMPROVEMENTS RECOMMENDED

The improvements proposed are as follows:

1. The production of University Avenue at full width to Richmond Street, where in the centre of a circular plaza is reserved a site for a great War Memorial.

2. The extension of Queen's Park Avenue southerly from this circle at a width of 100 ft. to Front Street, where it will form the west side of a small park at York and Front Streets.

3. The opening up of a new motor boulevard 100 feet wide from this circle south-westerly to Bathurst Street and the Exhibition grounds.

4. The widening of Richmond Street to 100 ft. from this circle easterly to connect with a new street intersecting the block between York and Bay Streets. It is proposed that Richmond Street be entirely cleared of street-car tracks throughout its length.

5. The opening of a new street between Bay and York Streets designed to be a monumental gate-way street. It is centred on the new Union Station, while at Adelaide Street is located a site for a monumental building around which the street forks. Sheppard Street is incorporated into the northbound branch, while a new street is opened west of the Federal building for southbound traffic. The two branches come together again in a semi-circular parkette on the north side of Richmond Street. From this point the 100 ft. street continues to Queen Street.

6. It is proposed that York Street be widened by twenty feet on the west side from Front Street to Richmond Street. From Richmond Street York Street is diverted north-easterly to Bay Street at Louisa Street. Bay Street is widened to 86 feet from this point to Dundas Street.

7. It is proposed to widen Queen Street to 100 feet from its present wide portion at Soho Street to Sherbourne Street.

8. On the north side of Queen Street fronting the Registry Office a small open space is proposed to be laid out as a municipal centre. On the west side of this square is located Osgoode Hall, on the east side it is proposed should be erected the new Civic Building. In this event, there would exist 1,800 feet of public frontage on Queen Street from University Avenue to James Street.



9. It is proposed to open up a diagonal street to the northeast from Richmond and Jarvis Streets to Dundas and Parliament Streets as a motor boulevard to be ultimately extended via Dundas Street to the easterly limit of the City.

10. As an immediate relief to eastbound traffic it is proposed to open Eastern Avenue into Front Street at Trinity Street.

11. It is proposed to eliminate the jog at Carlton and College Streets and to widen Carlton Street to 80 feet from Yonge Street easterly to Jarvis Street; to extend Victoria Street from Gerrard Street to Carlton Street; to widen Yonge Street from Gerrard Street to Hayter Street; and as well, Gerrard Street from Yonge Street to Elizabeth Street.

12. It is proposed to widen Elm Street from Simcoe Street westerly and connect it with Baldwin Street to form with Gerrard Street a miscellaneous traffic street between Dundas and College Streets.

13. To improve St. George and Beverley Streets as a traffic artery, it is proposed that the jog at College Street should be eliminated by taking a narrow gore from University lands and adding a similar width to the grounds of the Public Library.

Regarding Yonge Street, it is considered that the relief of this street for vehicular traffic will be best accomplished in the future by the construction of a rapid transit subway, and the elimination of surface street car operation.

#### BASIS OF RECOMMENDATIONS

The immediate necessity is not to force to completion a whole series of expensive street improvements, but by taking advantage of existing legislation to arrange that such will be available in the future, when the need is imperative. The actual widening of pavements, etc., is of minor account, if the rights-of-way for the essential arteries are preserved. Five years, or even ten years delay in realizing the full use of an improvement is a short time in the life of a city, if the improvement is certain to be accomplished in the end.

But delay in protecting the necessary right-of-way from costly building development may be the contributing factor that would debar the city from ever realizing such improvement. The deferred widening provisions of the Municipal Act were enacted to cover just such contingency.

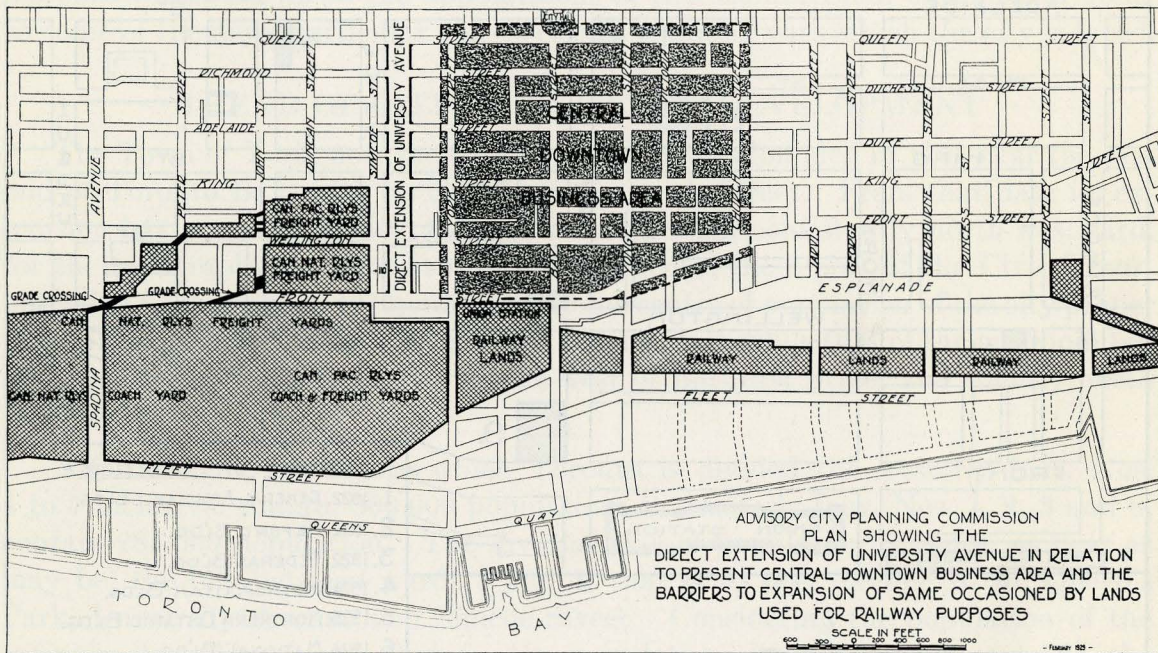
The stimulation to general business, to the building trades, in fact to every department of city life, from such a programme will be certain and profound, both during the fifteen years in which the work is proposed to be carried on, and upon its completion. When completed the city will have a downtown section which in beauty and dignity, ease of traffic flow, and business utility, will be equal to that of any city on the continent.

The development of the north country means great things for Toronto as does the opening of the Welland Canal next year and of the St. Lawrence Canal which ultimately must come. A million population within ten years seems certain. Toronto

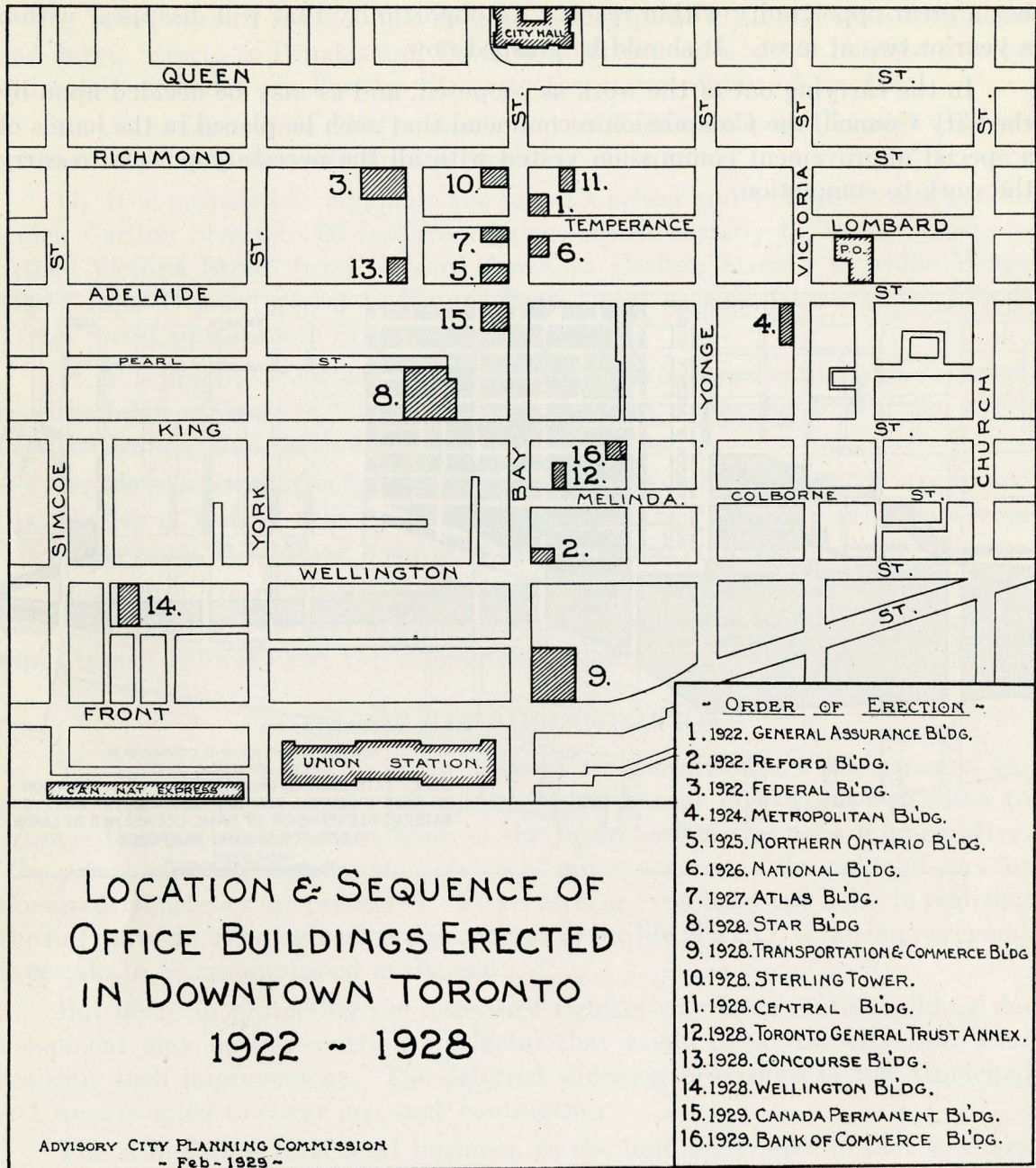


has a great opportunity within reach. An opportunity that will disappear within a year or two at most. It should be grasped now.

In the carrying out of the work as proposed, and as may be decided upon by the City Council, the Commission recommend that such be placed in the hands of a special improvement commission vested with all the necessary powers to carry the work to completion.









TO THE MAYOR, THE MEMBERS OF THE BOARD OF CONTROL,  
AND MEMBERS OF THE CITY COUNCIL,  
OF THE CITY OF TORONTO.

GENTLEMEN:—

In presenting this, the report of your Advisory City Planning Commission, we have deemed it wise to present a short review of city planning endeavors in Toronto which led up to the appointment of this Commission, outlining in doing so some of the more particular phases of city planning with which the city is faced.

### TREND OF CITY GROWTH AND DEVELOPMENT

The Town of York, now the City of Toronto, was founded in 1794 near the east end of Toronto Bay, with its centre on Frederick Street. From that date its expansion has been continuous, with its major growth consistently north-westward, for the topographical reasons so fully developed in the report of the Civic Transportation Committee in 1915, until to-day the centre of population of the city proper is in the vicinity of Spadina Avenue and Bloor Street, while that of the metropolitan area, or greater Toronto, is two blocks west of Bathurst Street and slightly north of Bloor Street.

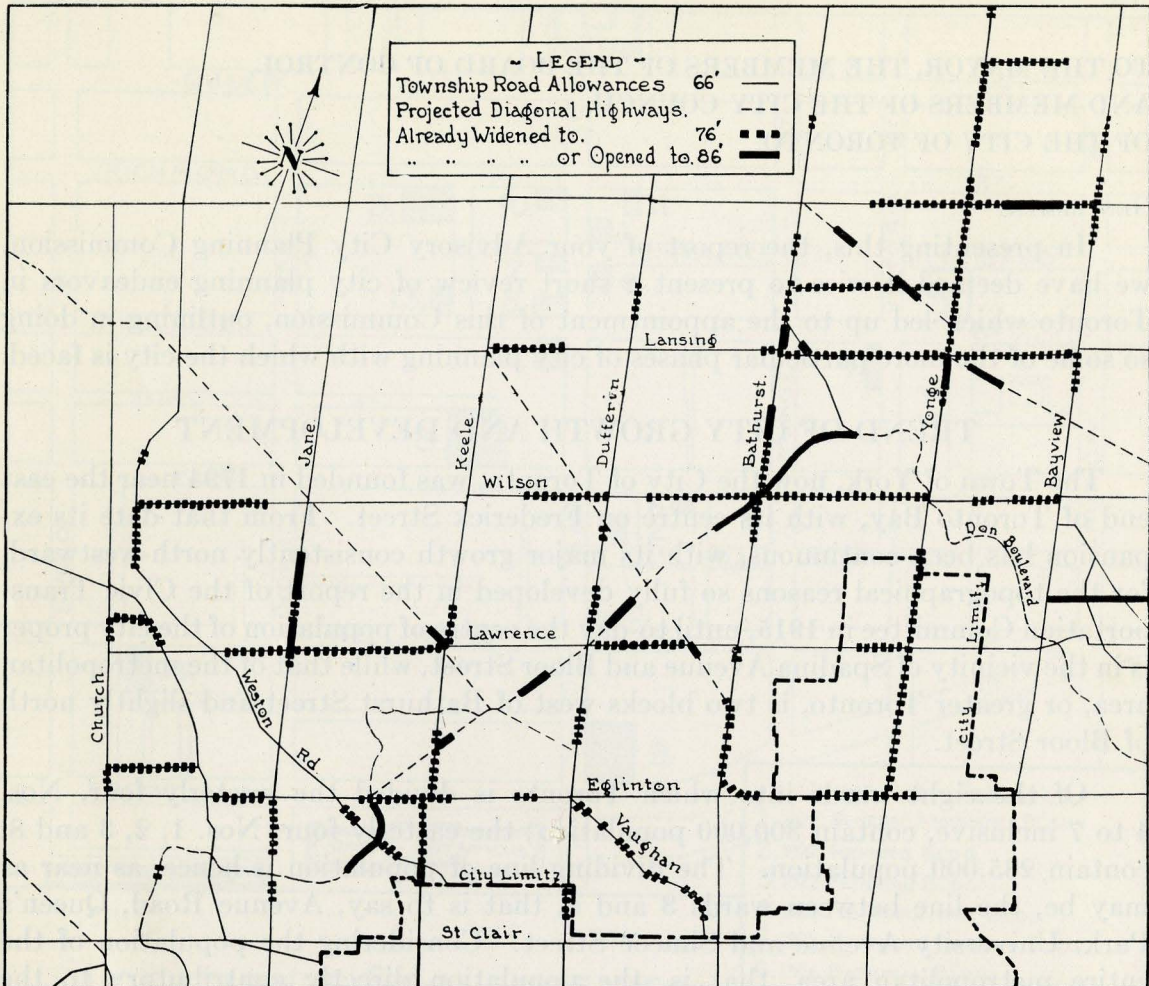
Of the eight wards into which Toronto is divided the westerly four, Nos. 4 to 7 inclusive, contain 300,000 population; the easterly four, Nos. 1, 2, 3 and 8, contain 285,000 population. The dividing line of population is hence, as near as may be, the line between wards 3 and 4, that is to say, Avenue Road, Queen's Park, University Avenue and Simcoe Street. Considering the population of the entire metropolitan area, that is, the population directly contributory to the business and social life of Toronto, contributory as well to both its traffic problems and its prestige as an urban community of 731,000 people, 55% or 402,000, of this population reside west of University Avenue and 45%, or 329,000 reside east thereof.

The gradual change in the position of the retail shopping centre as it slowly moved north-westward following the centre of population is known to everyone at all acquainted with Toronto of even twenty-five years ago. The same applies to financial institutions and office buildings. The building development on Bay Street within the last two years is emphatic witness to this fact.

When in 1899, the city offices were moved from the old City Hall on Front Street at Jarvis Street it meant a move from the south-easterly corner of the business district to the extreme north-westerly corner. To-day the position of the City Hall at Queen and Bay Streets corresponds closely with the traffic heart of Toronto.

Nothing more clearly shows the spread of the business area westward than the location of the new buildings erected since the close of the war in the down-





PLAN OF SECTION OF TORONTO URBAN ZONE SHOWING ARTERIAL  
STREETS ALREADY OBTAINED WITHOUT COST TO MUNICIPALITY  
UNDER THE OPERATION OF THE PLANNING & DEVELOPMENT ACT.

- ADVISORY CITY PLANNING COMMISSION -

February, 1929.



town area between Queen and Front Streets. In the blocks between Yonge and Jarvis Streets, building permits issued total slightly over \$2,000,000. In the blocks between Yonge and Simcoe Streets they total over \$23,000,000.

### PUBLIC OPINION

City Planning has aptly been described as a state of mind. Undoubtedly until the need or desire for improved or better conditions is apparent, there is no public opinion to demand progress. As early as 1811 we see taking shape the public opinion that the waterfront should not be alienated into private hands that culminated in the waterfront development of the Harbour Commission in 1912.

Similarly a public demand to separate the railways from the grade of the streets, noticeable from the entry of the first railway into Toronto, has had its latest reward in the construction of the waterfront viaduct.

In the consistent support given its local exhibition through half-a-century, both by the corporation and the populace at large, Toronto has created one of the outstanding annual exhibitions of the world.

In its acquirement and development of parks and playgrounds, Toronto has built up a park system, which in acreage per capita and public use compares favorably with the cities of the world.

By virtue of its residential restrictions under city by-laws, and as well under deed restrictions, Toronto is to-day one of the best zoned cities on this continent, but the absolute elimination of all retail stores from residential areas and their concentration on the main arteries has in turn meant the development of very monotonous and congested arterial streets.

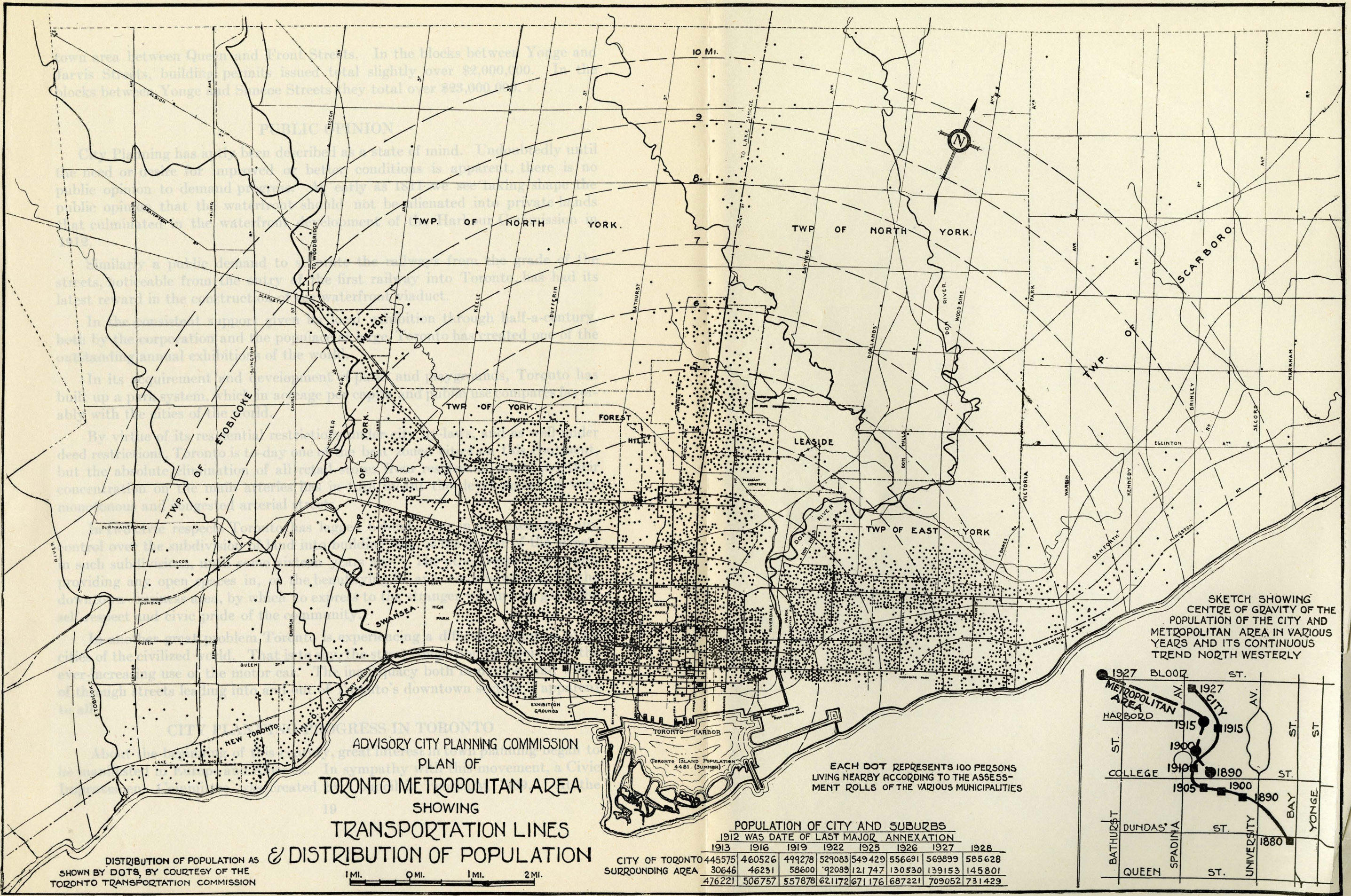
In two civic respects Toronto has lagged behind. One in not exercising any control over the subdivision of land into building lots, or the layout of the streets in such subdivisions, until some sixteen years ago. The other respect is in not providing any open spaces in, or the beautifying in any considered way of, the downtown business area, by which to express to the stranger within our gates the self-respect and civic pride of the community.

In another great problem Toronto is experiencing a difficulty common to all cities of the civilized world. That is to say, the street congestion occasioned by the ever-increasing use of the motor car. The inadequacy both in number and width of through streets leading into and out of Toronto's downtown section is apparent to all.

### CITY PLANNING PROGRESS IN TORONTO

About the beginning of this century, great interest in town planning began to be manifested in Europe and America. In sympathy with this movement, a Civic Improvement Committee was created by Council in February, 1909. At the





ADVISORY CITY PLANNING COMMISSION  
 PLAN OF  
 TORONTO METROPOLITAN AREA  
 SHOWING  
 TRANSPORTATION LINES  
 & DISTRIBUTION OF POPULATION

DISTRIBUTION OF POPULATION AS SHOWN BY DOTS, BY COURTESY OF THE TORONTO TRANSPORTATION COMMISSION

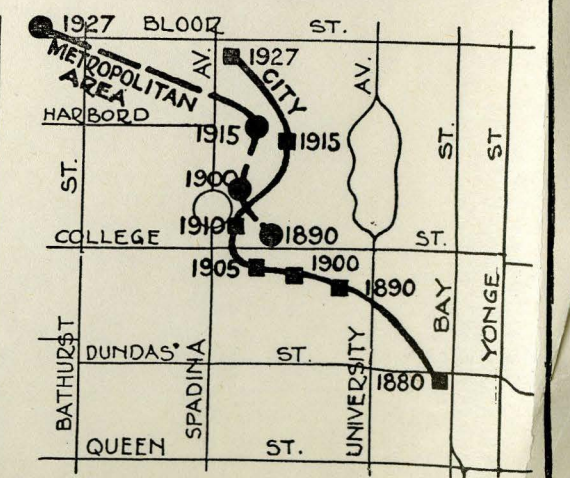


POPULATION OF CITY AND SUBURBS  
 1912 WAS DATE OF LAST MAJOR ANNEXATION

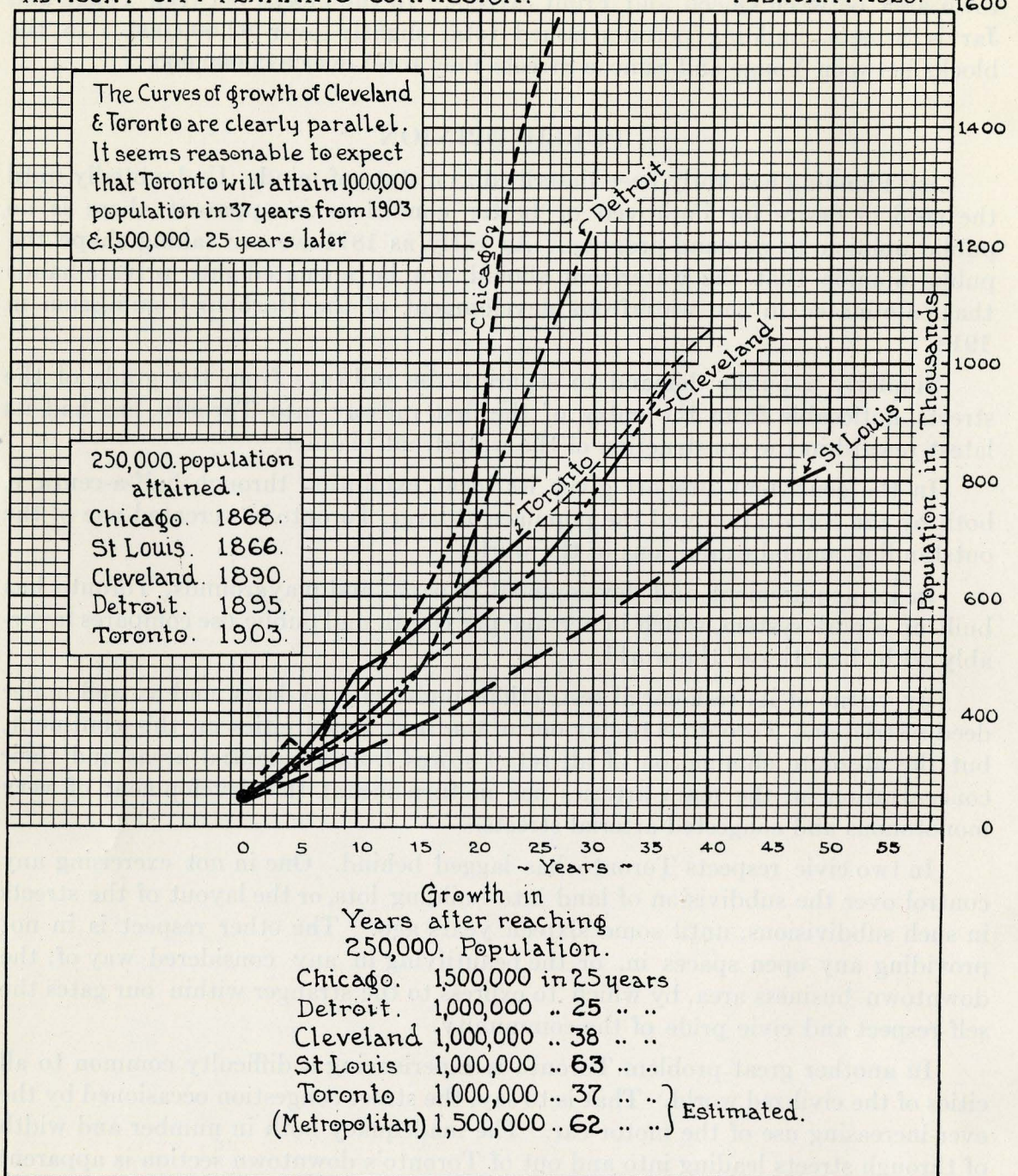
	1913	1916	1919	1922	1925	1926	1927	1928
CITY OF TORONTO	445575	460526	499278	529083	549429	556691	569899	585628
SURROUNDING AREA	30646	46231	58600	92089	121747	130530	139153	145801
	476221	506757	557878	621172	671176	687221	709052	731429

EACH DOT REPRESENTS 100 PERSONS LIVING NEARBY ACCORDING TO THE ASSESSMENT ROLLS OF THE VARIOUS MUNICIPALITIES

SKETCH SHOWING CENTRE OF GRAVITY OF THE POPULATION OF THE CITY AND METROPOLITAN AREA IN VARIOUS YEARS AND ITS CONTINUOUS TREND NORTH WESTERLY







**CURVES OF GROWTH IN POPULATION OF VARIOUS CITIES COMPARABLE WITH TORONTO AFTER ATTAINING A POPULATION OF 250,000**



inaugural meeting of Council in 1911, the following motion, moved by Controller Ward and seconded by Controller Church was adopted, viz.:

“That a Civic Improvement Committee to continue the work of the joint Committee appointed last year to consider and report upon the carrying out of a comprehensive plan for beautifying and improving the City be appointed for the current year.”

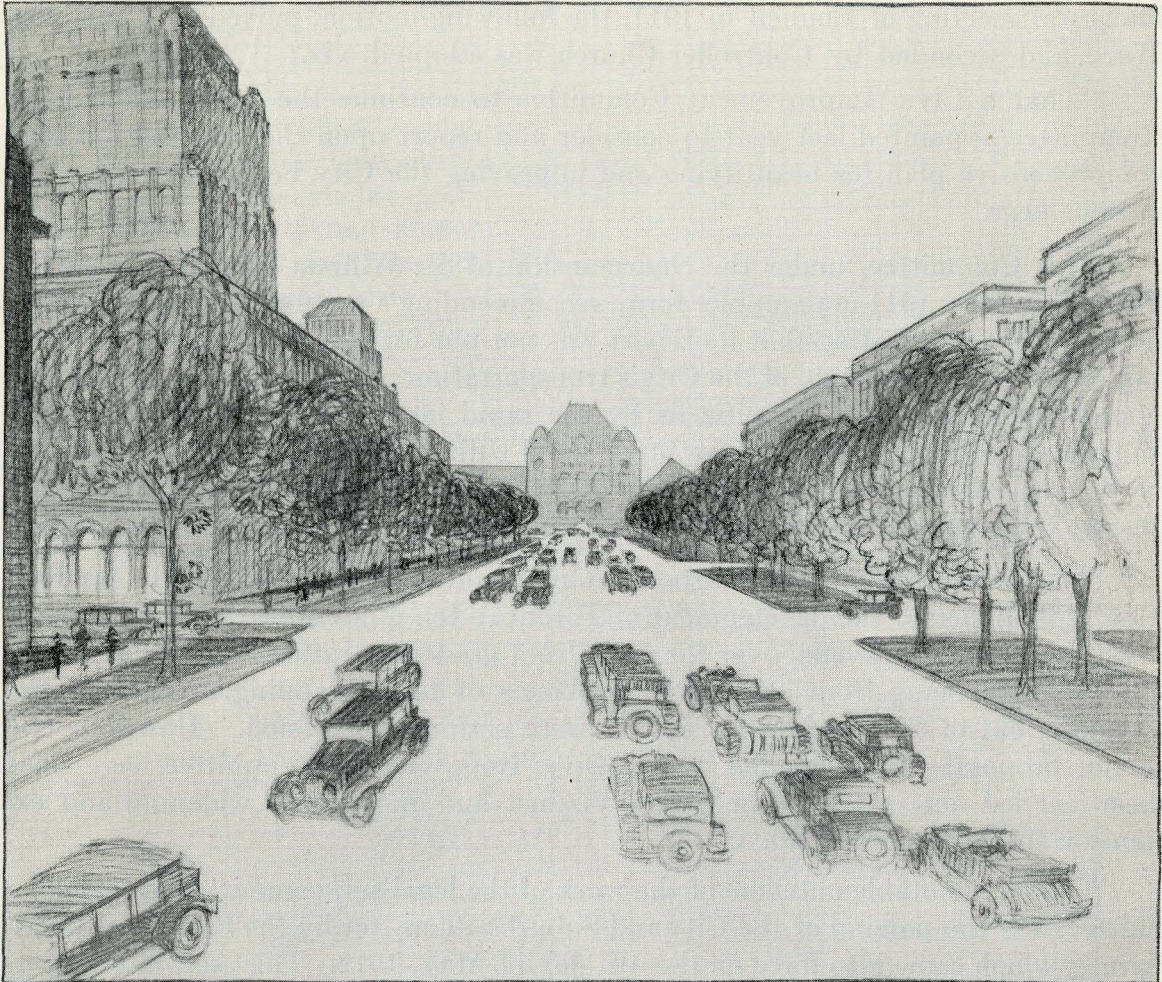
This Committee, under the chairmanship of Sir William Meredith, reported December 28th, 1911 in pamphlet form, recommending a number of street openings and betterments, stating that its report was not put forward as a completed work, but as a tentative solution of the City's transportation problem in regard to streets, a problem forced upon the citizens by the rapid increase of traffic and the rectangular plan of uniformly narrow streets and with the hope that it would indicate to the citizens the magnitude and importance of the task before them, and would inspire them to decided and immediate planning action upon comprehensive lines.

The inauguration of the Harbour Commission early in 1912, and the publication of its plans for the development of Toronto's ten miles of waterfront, together with the great controversy over the waterfront grade separation diverted attention for the time being from other civic problems of town planning, until with the breaking out of the war, such problems were perforce postponed. However, two major proposals recommended by the Civic Improvement Committee have since been carried out in the Bloor Street Viaduct and Bay Street widening and extension to Davenport Road.

One very notable outcome of the work of the legal sub-committee of this committee, was the passing of the City and Suburbs Plans Act by the Provincial Legislature, which came into force on the 4th day of May, 1912. This Act, later superseded by the Planning and Development Act for the first time gave the City some measure of control over the subdivision of land into building lots. By virtue of this legislation and the indefatigable attention of Mr. Tracy le May, City Surveyor, the outer areas of the present city, but what will be well inside the built-up area of a generation hence, are provided with wide highways every one-half mile east and west and north and south, as well as with many other wide diagonal roads. Seventy-seven miles of diagonal roads 86 feet wide have been projected and already twenty-one miles of this distance have been dedicated and included in approved plans.

Another valuable item of legislation obtained from the same endeavor was the amendment to the Municipal Act permitting the larger municipalities to defer for a period of years the actual work of widening a street, yet protecting the project against the erection of buildings beyond the new street line in the interval. The widening of Bloor Street from Sherbourne Street to Spadina Avenue under this legislation is nearing completion and the saving due to its use promises to be most substantial.





UNIVERSITY AVENUE - LOOKING NORTH ACROSS ELM ST.

view, the outer areas of the present city, but what will be well inside the half-  
up area of a generation hence, are provided with wide highways every one-half  
mile east and west and north and south as well as with many other wide diagonal  
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Another valuable item of legislation obtained from the same endeavor was the  
amendment to the Municipal Code permitting the larger municipalities to deter-  
mine for a period of years the actual work of widening a street, yet protecting the project  
against the erection of buildings beyond the new street line in the interval. The  
widening of Broad Street from Broadway Street to Spadina Avenue under this  
legislation is nearly completed and the saving due to its promise to be most  
substantial.



As Toronto slowly recovered from the after effects of the war, the demand to re-plan the downtown area before it was rebuilt with skyscrapers again took impetus. Sponsored by the Premier of Ontario himself the University Avenue Extension Act was passed by the Legislature and assented to on the 3rd of April, 1928. This act, in giving special powers to the City of Toronto in connection with the extension southerly or south-easterly of University Avenue, crystallized the growing demand for the opening of a new artery to provide traffic relief to downtown Toronto, as well as for the development of a noble street at the main entrance to the city.

In conformity with this popular demand the City Council on May 17th, 1928, appointed your Advisory City Planning Commission.

As the special powers granted the City under the above act expire at the end of 1929, unless acted upon, the immediate problem with which your Commission was faced was that connected with the extension of University Avenue.

### THE PRIMARY CITY PLANNING NEED IN TORONTO

As a general problem, and in fact as one vital reason for the extension of University Avenue, your Commission is convinced that the primary need of the City is the development of a series of through arteries for motor traffic free of car tracks. It is fully recognized that street cars make the most economic use of the highways they occupy. They carry in Toronto, as they do in every city of comparable size, full 80% of the people journeying to and from the downtown area, and that with less than 20% of the traffic movements into and from that area.

Serving as they do the great majority of the citizens, they are indispensable to the business and social life of the city. On the other hand motor vehicles are increasing in numbers year by year, while automobile traffic is increasing in even greater proportion.

Through streets with adequate width of pavement upon which a motor car can manoeuvre and obtain full benefit of its flexibility of movement are totally lacking in Toronto, with the notable exceptions of the Lakeshore Boulevard and the short stretch of University Avenue, and the opening up of such through streets is, in the opinion of your Commission, of prime urgency. In no section of the city is this vital need more apparent than in the downtown area.

But the relief of traffic congestion in the business area is by no means the only consideration that led up to the passing of the special Act of the Legislature to aid the City in the extension of University Avenue.

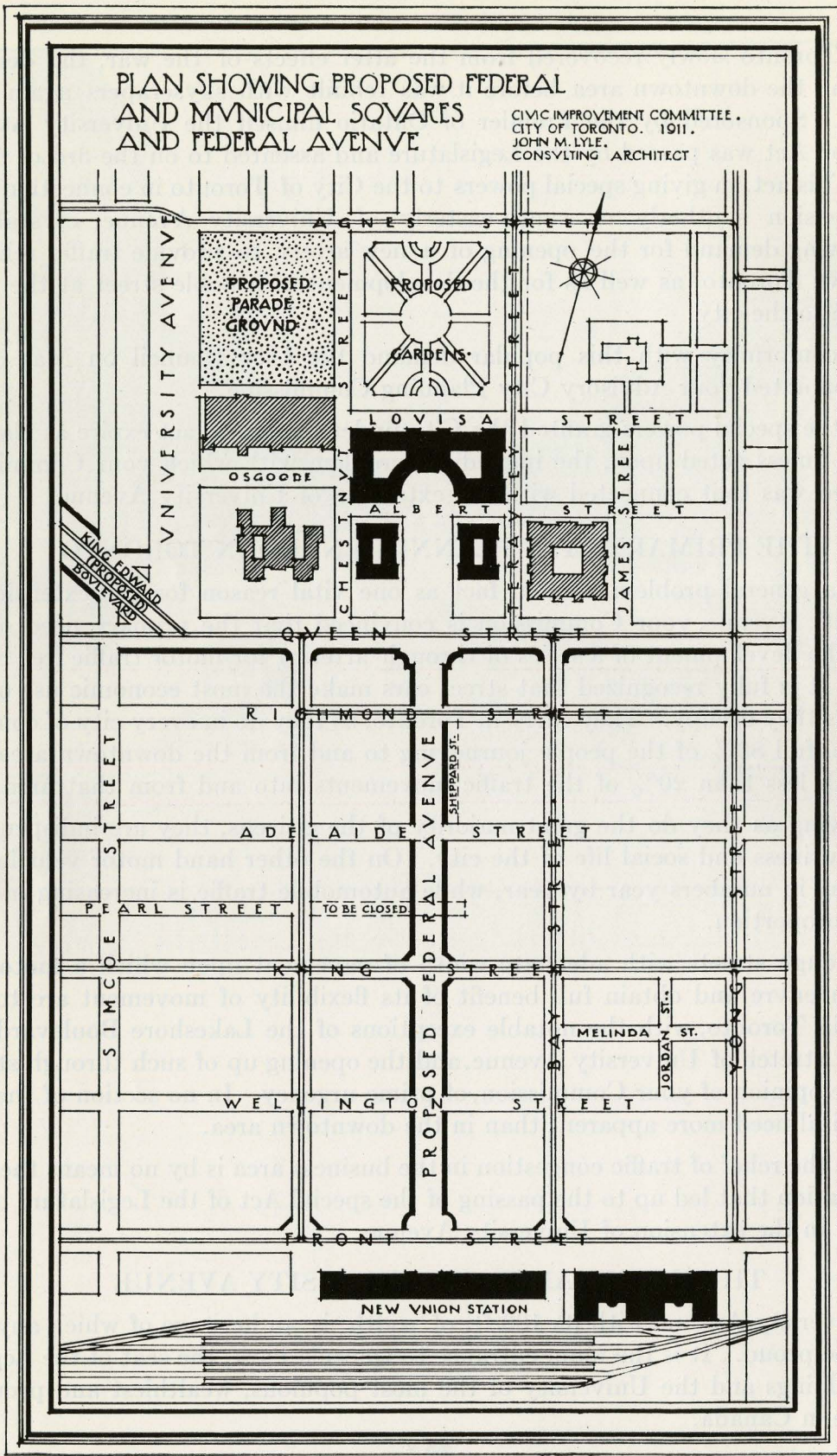
### THE IMPORTANCE OF UNIVERSITY AVENUE

University Avenue with its 180 ft. of width is an heritage of which any city should be proud. It is the main entrance to Queen's Park, the seat of the Legislative Buildings and the University of the most populous, wealthiest and proudest province in Canada.



PLAN SHOWING PROPOSED FEDERAL  
AND MUNICIPAL SQUARES  
AND FEDERAL AVENUE

CIVIC IMPROVEMENT COMMITTEE,  
CITY OF TORONTO. 1911.  
JOHN M. LYLE,  
CONSULTING ARCHITECT





Queen's Park and vicinity is the chiefest of Toronto's beauty spots and an area which includes more points of interest for the visitor than the rest of the city combined and it seems obvious that University Avenue should have its beginning in the heart of the Capital City, rather than as at present starting from nowhere in particular.

University Avenue is the dividing line of the city between east and west. To the west lie four wards with a population of 300,000 and to the east four wards with an almost identical population, so that the betterment of University Avenue cannot be termed a local matter, but is rather of general interest to the whole city.

The very fact of its width, of its freedom from intersecting streets, of its extension through Queen's Park, and of its central position, point to University Avenue becoming the trunk motor boulevard to the north, but it must be given a proper inlet to the business area and a proper connection to similar trunk boulevards east and west, the latter of which is already in existence in the Lakeshore Boulevard.

#### WIDTH OF MAJOR STREETS

The appearance of Toronto's downtown streets has greatly changed for the better in the last few years, but Toronto has yet not a single street which from its width, its continuity of development or comprehensive architectural treatment occasions spontaneous appreciation. No street exists of which the stranger sight-seeing between trains can unhesitatingly say, "This street undoubtedly leads to the centre of things. Toronto is no mean city."

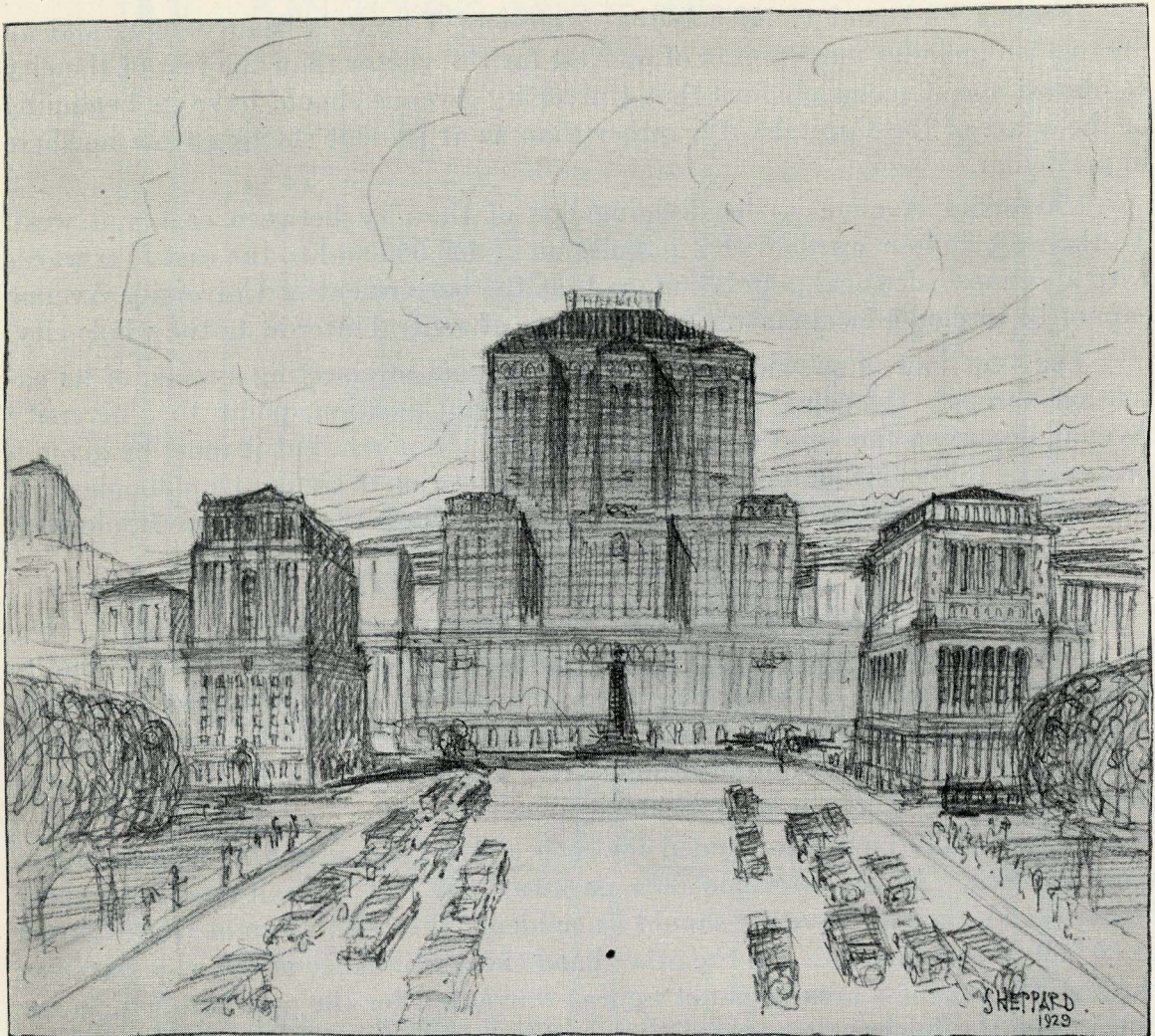
The width to be recommended for such a street has given your Commission some concern. As an extension of a parkway 180 feet wide, it does not appear fitting that University Avenue should be suddenly throttled down at Queen Street to 66 feet or even 86 feet. On the other hand the continuance of the wide parkway through the business area does not appear warranted for the cost entailed, to say nothing of the business severance that a street of such a width would produce. While car tracks cannot be permitted on this extension any more than on University Avenue, yet the extended street will undoubtedly carry a mass of fast moving traffic, including buses of the widest type, and with the presence of eight-storey buildings at the minimum flanking this street a heavy sidewalk load is to be anticipated.

In view of the above consideration your Commission recommend that a street of the importance of this extension be given a width of 100 feet, divided 60 feet in pavement and two 20 foot walks. This is a usual width in modern cities for major streets, and is, to provide an actual comparison, the width of Fifth Avenue, New York City. Such width built up with effective buildings provides a dignified and noble street.

#### ARCHITECTURAL CONSIDERATIONS

All buildings erected fronting on any such new street should be governed by restrictions calculated to obtain and preserve a fine appearance. A uniform cornice





• UNIVERSITY AVENUE • LOOKING SOUTH ACROSS QUEEN ST. •

• ALTERNATIVE STUDY OF DOWNTOWN DEVELOPMENT BY A SINGLE STREET ONLY •



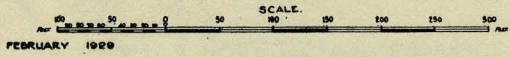


• UNIVERSITY AVENUE • LOOKING SOUTH EAST ACROSS ADELAIDE STREET •

• ALTERNATIVE STUDY OF DOWNTOWN DEVELOPMENT BY A SINGLE STREET ONLY •



STUDY N° 18  
 ADVISORY CITY PLANNING COMMISSION  
 PROPOSED UNIVERSITY AVENUE EXTENSION  
 AS  
 QUEEN'S PARK AVENUE



LOCATION OF MONUMENTAL BUILDINGS  
 ONLY SHOWN  
 NEW PARK AREAS SHOWN STIPPLED  
 AREAS TO BE EXPROPRIATED AND  
 RE-BOLD WHEN STREET OPENING IS  
 COMPLETED SHOWN HATCHED

OSGOODE HALL

UNIVERSITY AVE

CITY HALL

QUEEN ST WEST

RICHMOND ST WEST

ADELAIDE ST WEST

KING ST WEST

WELLINGTON ST WEST

FRONT ST WEST

SIMCOE ST

YORK ST

SHEPPARD ST

BAY ST

PEARL ST

KING ST WEST

YORK ST

PARK

AVENUE

BAY ST

EMILY ST

ORILLIA ST

MILLSTONE LANE

MINDING ST

SIMCOE ST

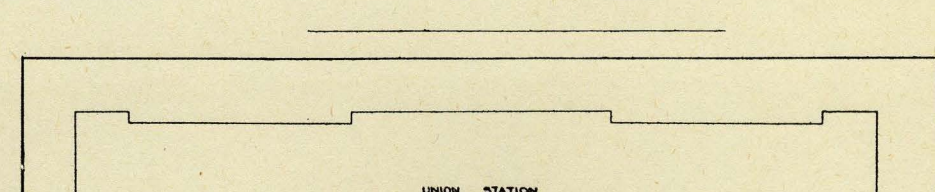
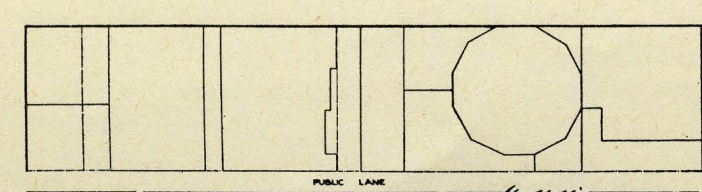
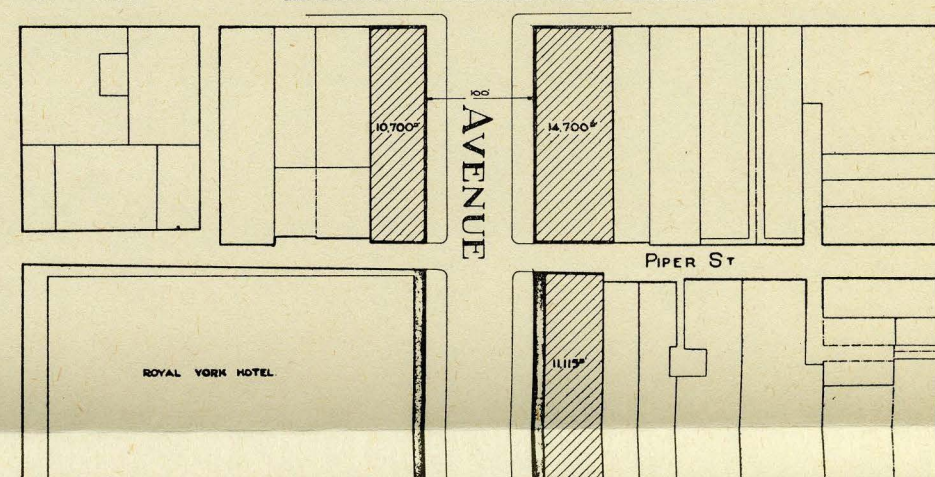
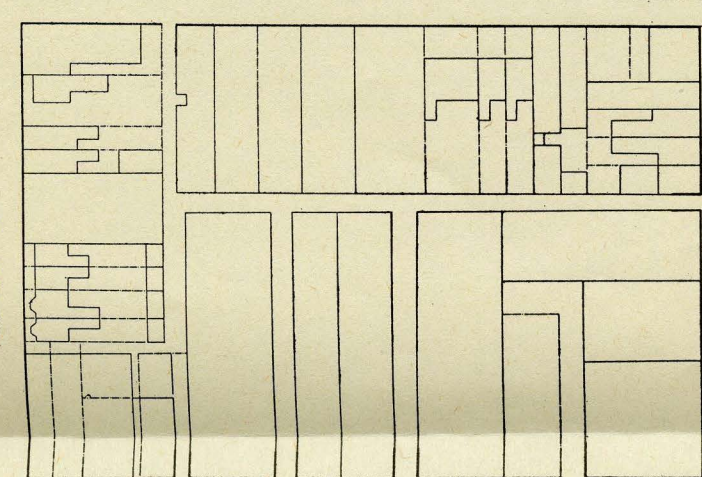
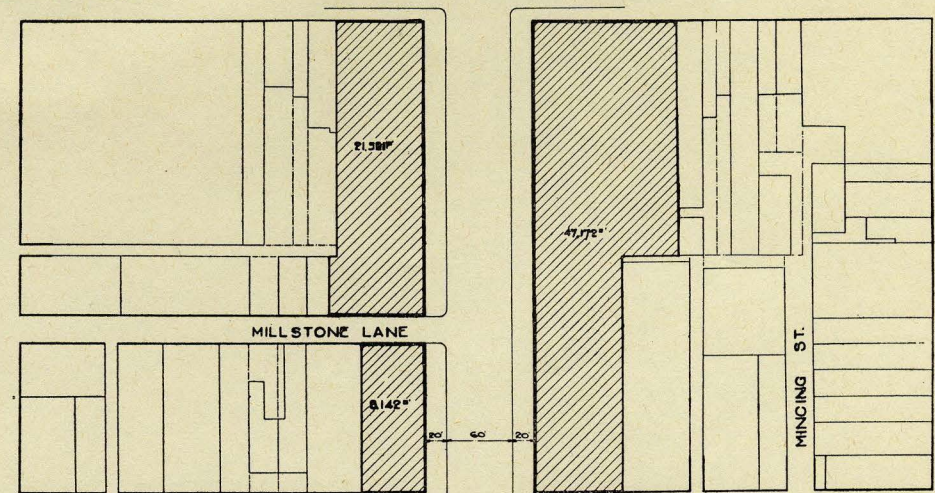
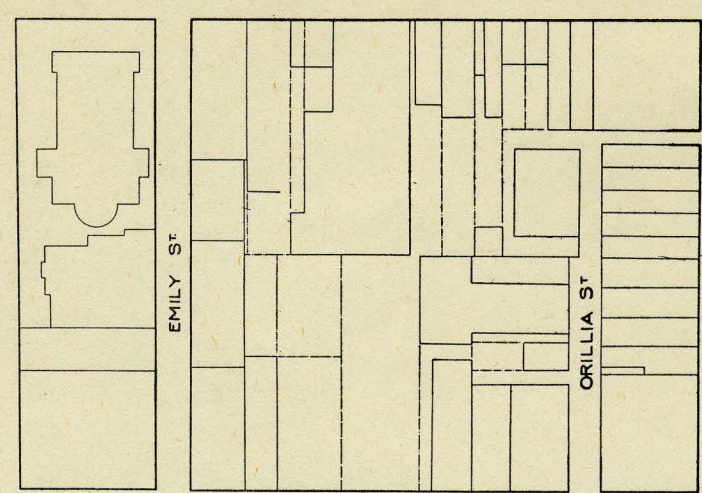
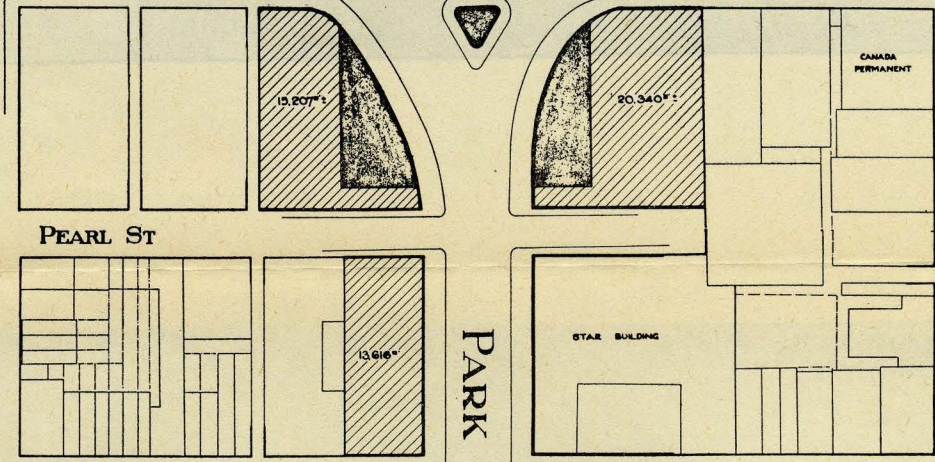
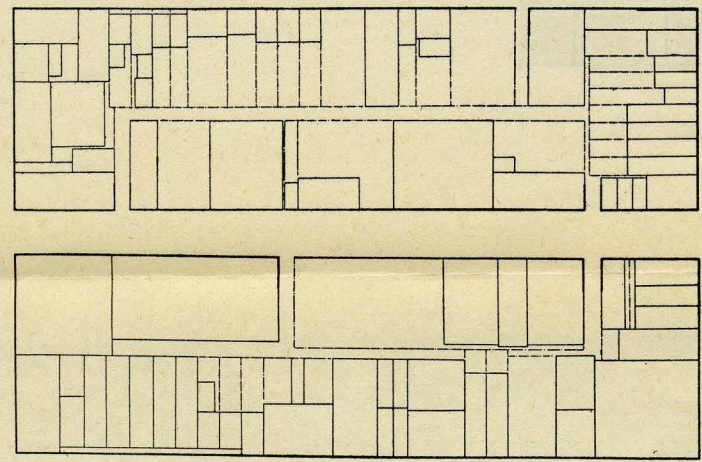
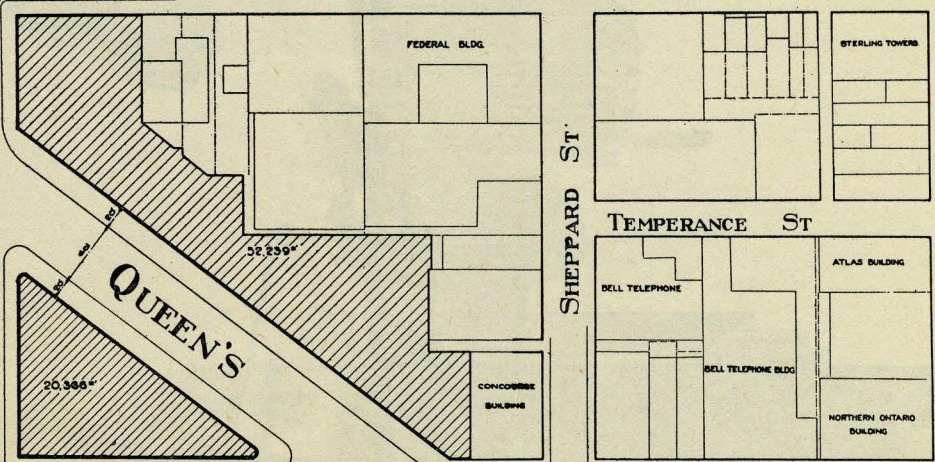
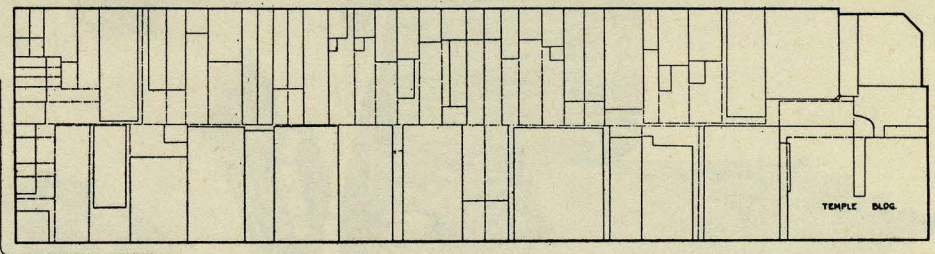
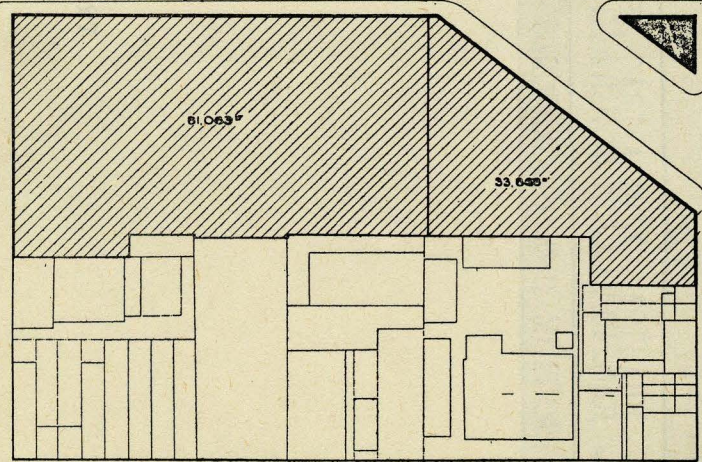
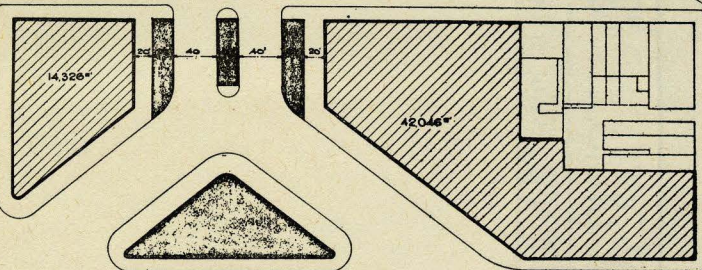
PIPER ST

PUBLIC LANE

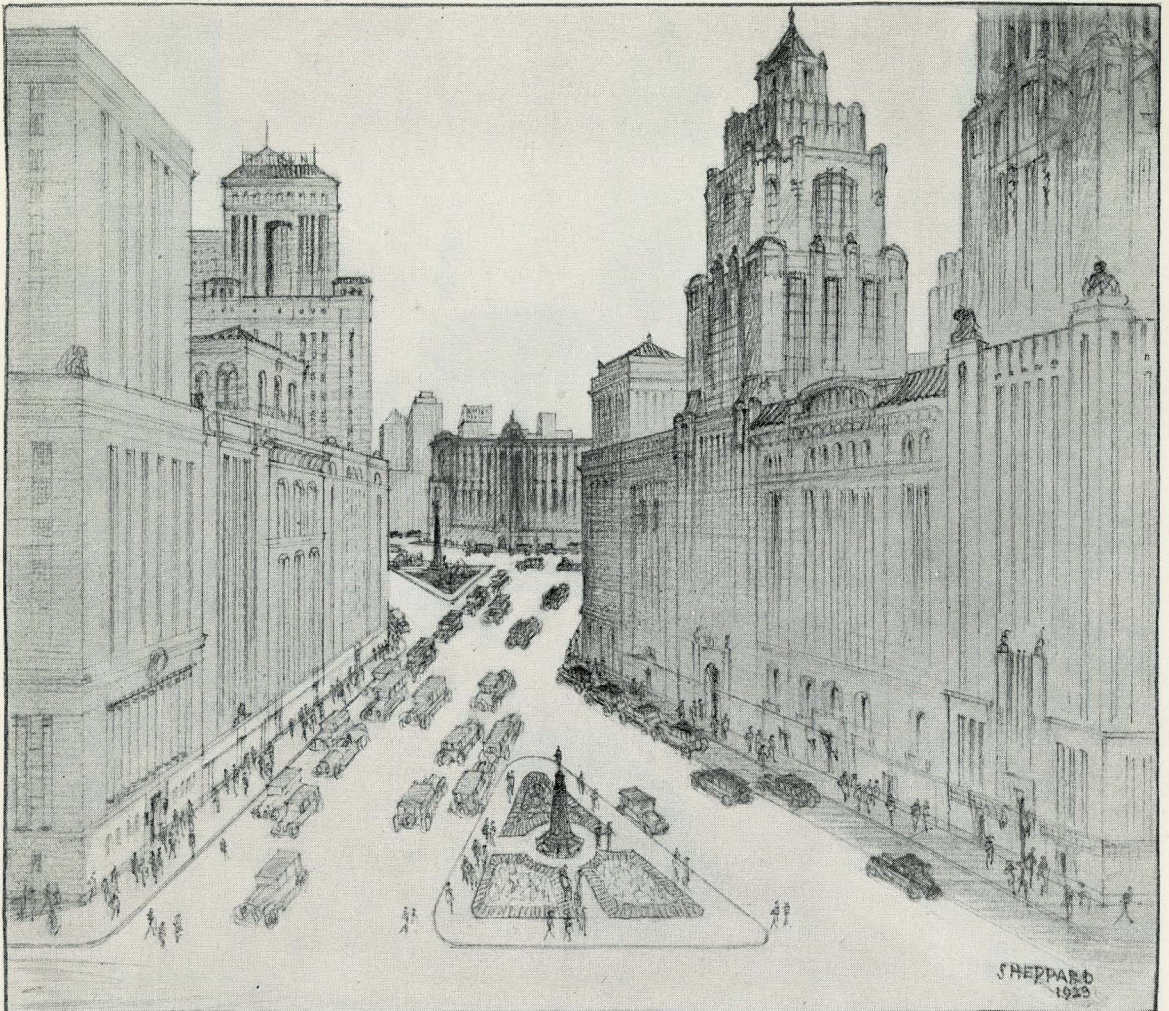
UNION STATION

CANADIAN NATIONAL RAILWAYS EXPRESS BUILDING

General Director







UNIVERSITY AVENUE • LOOKING NORTH WEST ACROSS YORK STREET •

ALTERNATIVE STUDY OF DOWNTOWN DEVELOPMENT BY A SINGLE STREET ONLY



line should be enforced at a height of 100 feet or thereabouts. Greater building heights may be permitted, but such should be in the shape of towers, set backs, or similar diversified treatment. For the same purpose restrictions are proposed on buildings adjacent to and visible from such street.

In this connection the City Council would be wise, when granting anywhere in the city permits for buildings to exceed the present height limit of 130 feet to demand that such building above the said height limit be constructed on the tower, or the setback principle with finished walls on all four sides.

## VARIOUS PROPOSALS FOR DOWNTOWN DEVELOPMENT

Your Commission has given earnest consideration to every suggestion for the extension of University Avenue or the improvement of the downtown area that has been brought to their attention from any quarter, or which has been published in the last twenty years.

None of these proposals confined themselves to the opening of a single avenue, but all incorporated the widening of intersecting or parallel streets, the laying out of formal gardens or public squares, or designated certain sites to be acquired and reserved for public buildings.

As primarily your Commission set themselves to find the best solution for the problems connected with the extension of University Avenue, they deem it wise, before passing to their recommendations to briefly list the various technical phases of this particular problem, as such appeared from their analysis of the great number and variety of the plans presented to them and their own study of the subject.

## UNIVERSITY AVENUE EXTENSION

All proposals for the extension of University Avenue fell into three general classes.

1. Those extending University Avenue to Front Street without crossing York Street.
2. Those extending it to York Street and incorporating that street in the extension.
3. Those intersecting York Street and splitting the block between Bay and York Streets with the new street.

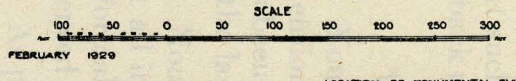
A plan typical of each of these three alternatives is presented herewith.

Your Commission submit the following comments.

(1) The Block from Bay St. to York St. has a length of 850 feet, that from York to Simcoe, of 635 feet. As a means of traffic relief the location of a new street midway in the extremely long block between Bay and York Streets, rather than between York and Simcoe Streets is obviously preferable. The nearer the street can be brought as well to the business heart of the city, the more useful it is for



STUDY N° 19  
 ADVISORY CITY PLANNING COMMISSION  
 PROPOSED UNIVERSITY AVENUE EXTENSION  
 AS  
 QUEEN'S PARK AVENUE



LOCATION OF MONUMENTAL BUILDINGS  
 ONLY SHOWN  
 NEW PARK AREAS SHEWN STIPPLED  
 AREAS TO BE EXPROPRIATED AND  
 RE-SOLD WHEN STREET OPENING IS  
 COMPLETED SHEWN HATCHED

UNIVERSITY AVE

OSGOODE HALL

CITY HALL

QUEEN ST WEST

YORK ST.

RICHMOND ST WEST

SHEPPARD ST

TEMPERANCE ST

BAY ST.

ADELAIDE ST WEST

AVENUE

PEARL ST

KING ST WEST

PARK

MILLSTONE LANE

WELLINGTON ST WEST

QUEEN'S

PIPER ST

BAY ST.

FRONT ST WEST

UNION STATION

CANADIAN NATIONAL RAILWAYS EXPRESS BUILDING

General Director

H. H. Williams  
 Chairman

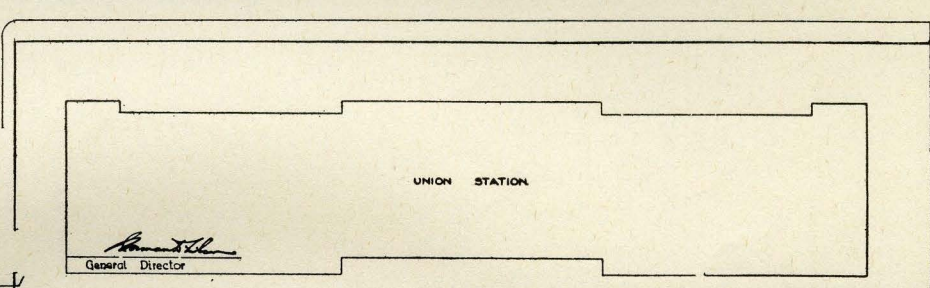
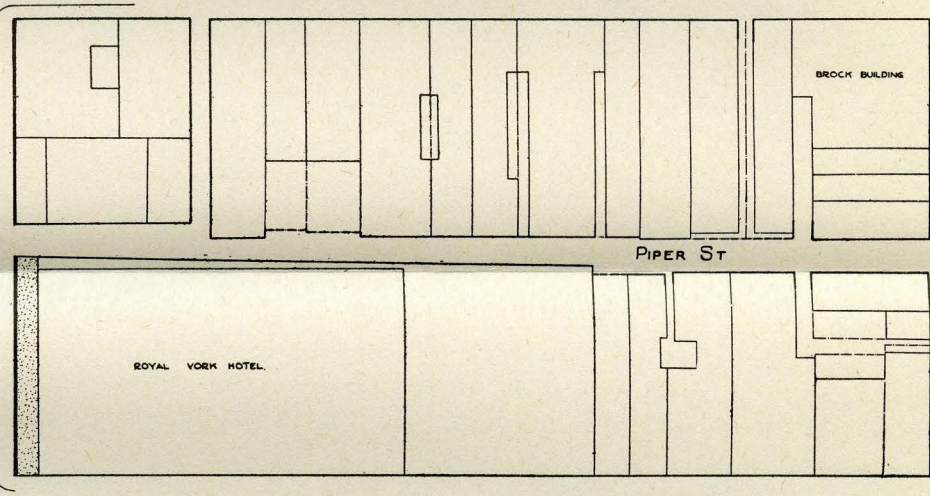
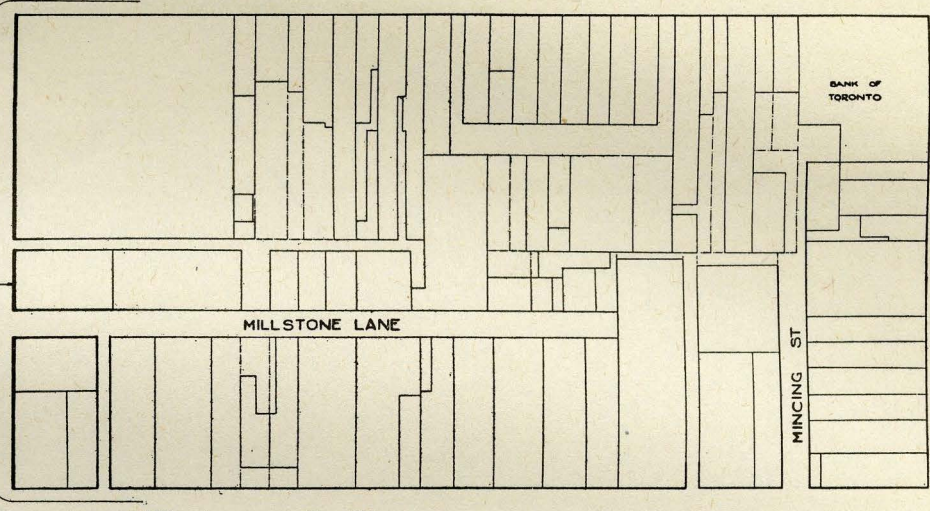
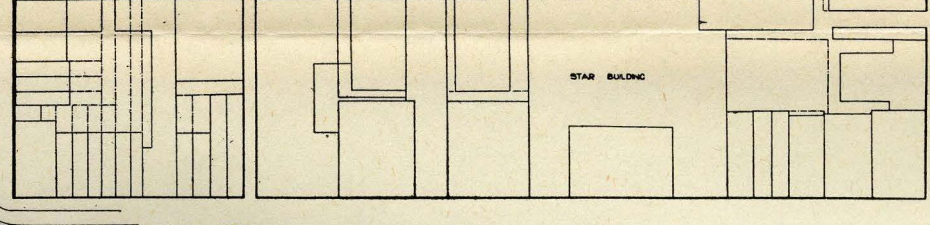
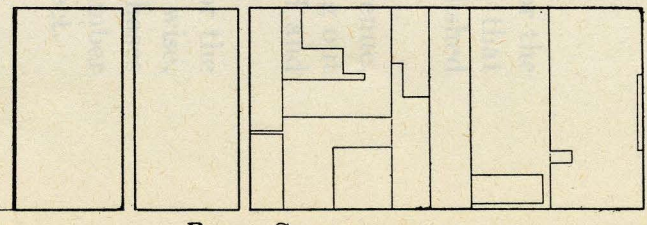
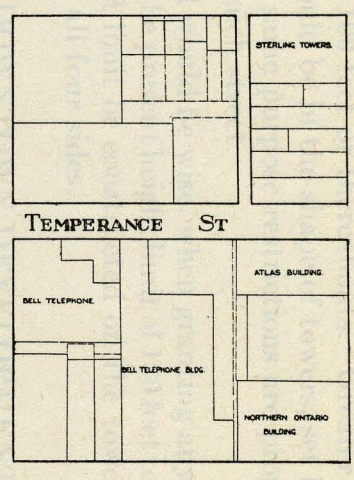
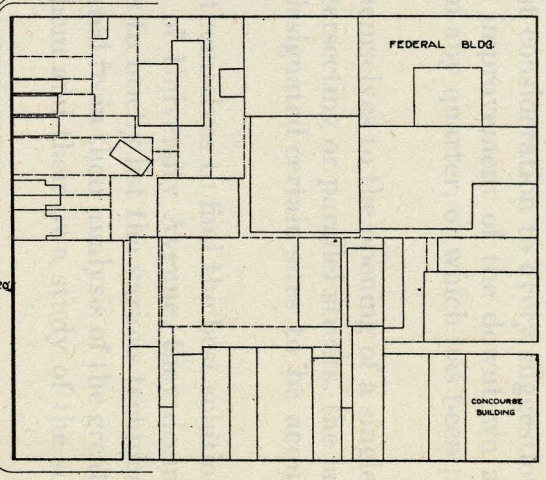
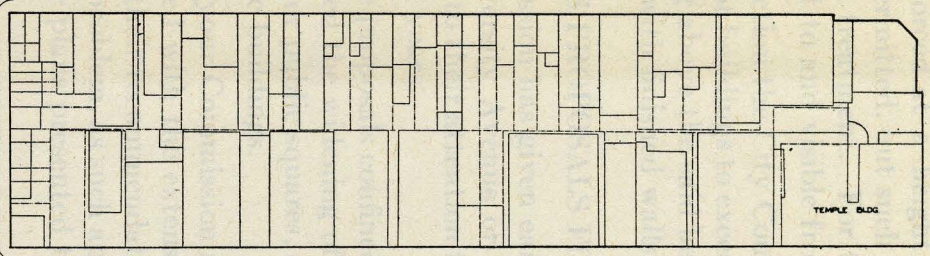
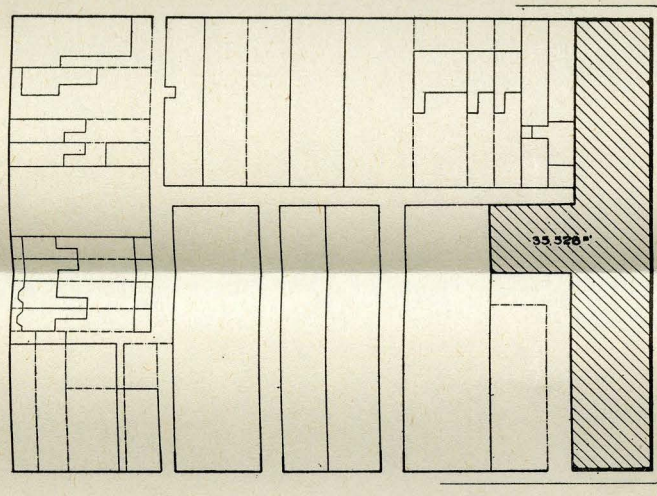
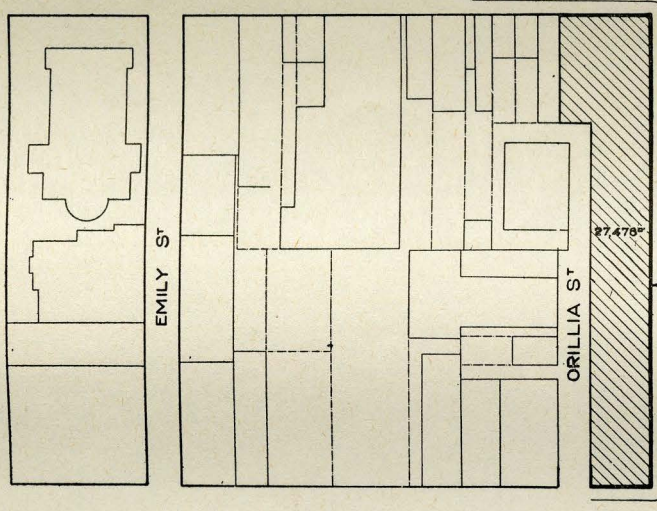
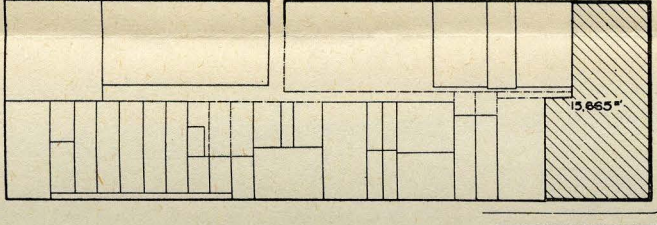
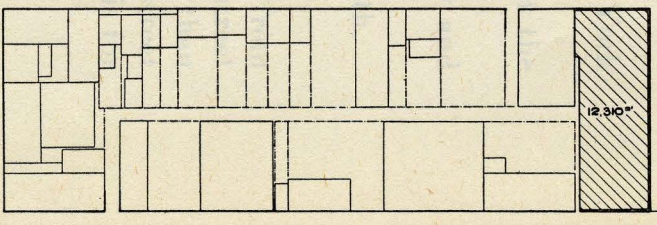
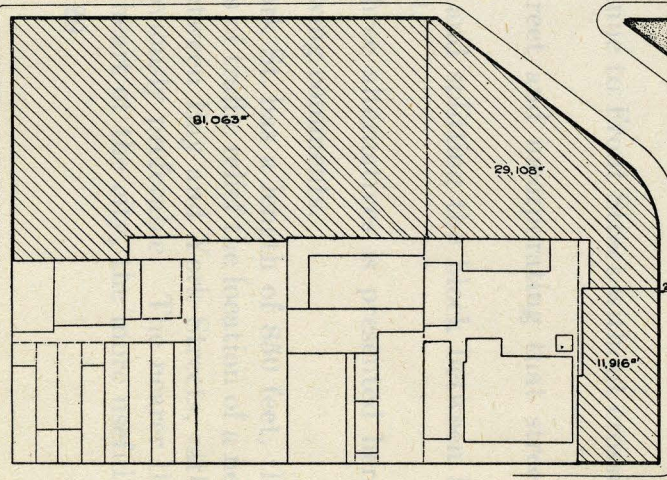
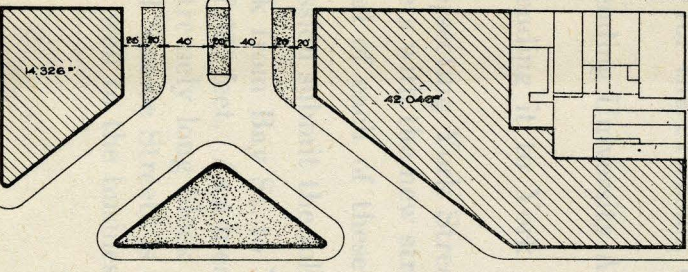
SIMCOE ST

EMILY ST

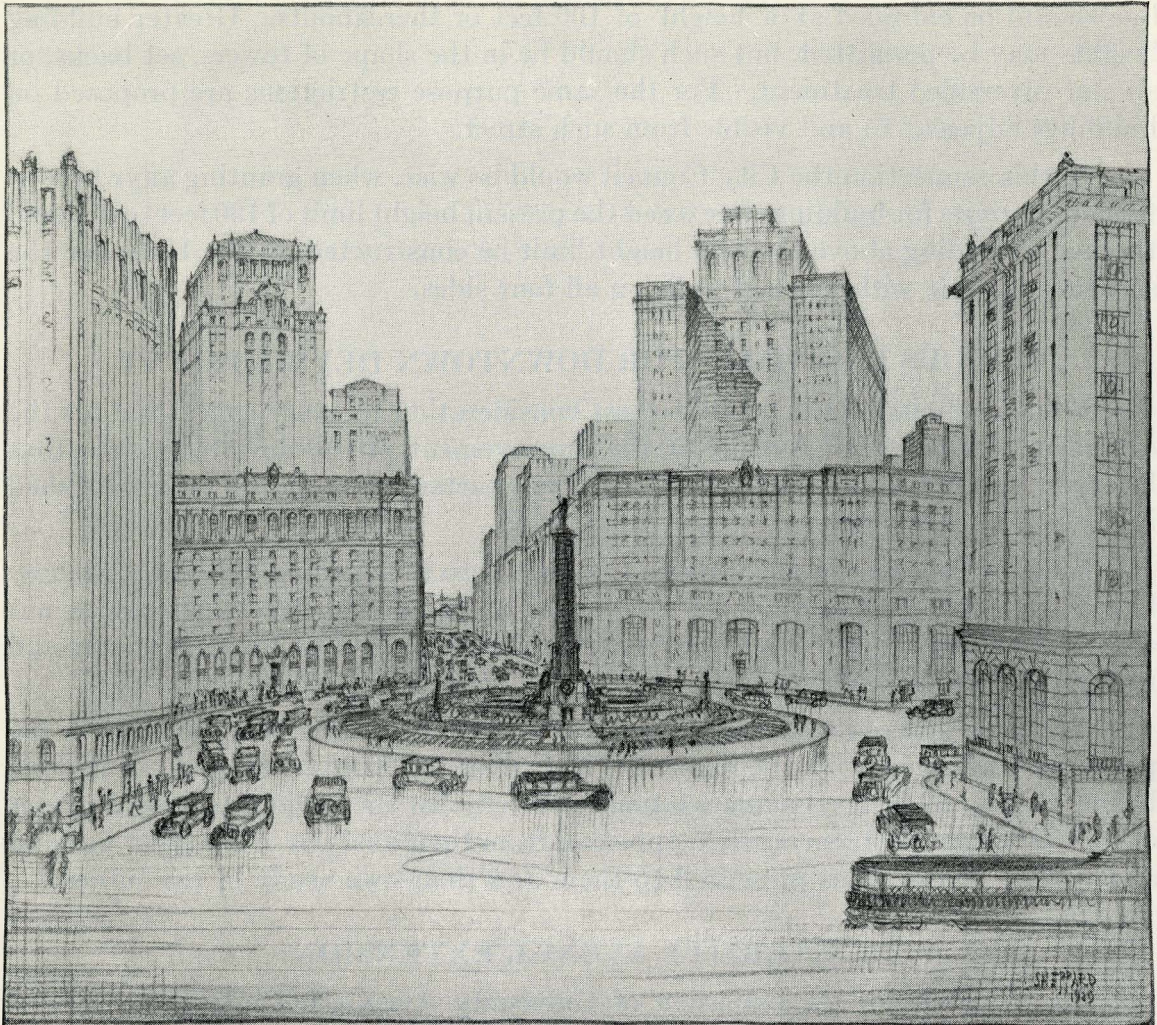
ORILLIA ST

SIMCOE ST.

PUBLIC LANE







• LOOKING SOUTH ACROSS VIMY CIRCLE •



traffic relief and as a get-away street for the citizen motorists, who after all, will be those who will use it most.

(2) It would be highly desirable if University Avenue could be extended to Fleet Street, providing a direct boulevard connection from the Lakeshore Boulevard to the central part of the city, Queen's Park and North Toronto, but an additional crossing of the railway tracks between Bay Street and John Street is impossible. A suspension bridge across the tracks has been proposed, but the excessive cost, calculated at \$5,000,000 plus land damages, coupled with the sharp grades and curving approaches at Fleet Street and the need of going through the new Canadian National Express Building as well as crossing Front Street overhead, makes such a solution impracticable.

(3) York Street subway is, and must remain, the most westerly crossing of the viaduct, except for Spadina Avenue bridge, which is considerably more than half a mile west of York Street. For this reason a very large amount of traffic will be concentrated upon this subway, and upon the intersection of York and Front Streets. Moreover this traffic will be of miscellaneous kinds—heavy trucking from the waterfront to the railway freight sheds and to downtown warehouses; light trucking from the Canadian National Express terminals on Station Street; baggage delivery to and from the station; taxi business from the station and to and from the Royal York Hotel; and not least the normal street car and vehicular traffic of these two important streets.

To extend University Avenue to Front Street at or on the west side of York Street in the anticipation of making York Street subway the direct connecting link between Fleet Street and the waterfront boulevards and an improved artery for automobile traffic to the north, is not to relieve congestion, but to create it, and to invite disappointment. York Street subway is 66 ft. wide and 820 ft. long. The subways at Bay and Yonge Streets are 80 ft. wide and 375 and 300 ft. long respectively. It would seem reasonable to attempt to divert as far as practicable, automobile traffic for the waterfront across York Street above Front Street to the less congested subways at Bay and Yonge Streets.

(4) York Street, from its very position must become a heavy traffic street. It presents the natural and logical line of travel for heavy and truck traffic from the waterfront and commercial downtown to the northern part of the city, a traffic which must filter northwards between Yonge Street and University Avenue. It will be a miscellaneous traffic street with a fully adequate volume even if widened to 86 feet and therefore University Avenue Extension should be made by a totally independent street.

(5) The railway yards at Simcoe Street create for a long period ahead a definite limit on the west to the extent of the downtown commercial area. University Avenue extended straight south would be at the extreme west end of downtown, and at the east limit of the C.P.R. and C.N.R. freight yards. Development in the



STUDY NO 25  
 ADVISORY CITY PLANNING COMMISSION  
 PROPOSED UNIVERSITY AVENUE EXTENSION  
 AS  
 QUEEN'S PARK AVENUE

SCALE 1" = 100'  
 FEBRUARY 1929

LOCATION OF MONUMENTAL BUILDINGS  
 ONLY SHOWN.  
 NEW PARK AREAS SHOWN STIPPLED.  
 AREAS TO BE EXPROPRIATED AND  
 RE-SOLD WHEN STREET OPENING IS  
 COMPLETED SHOWN HATCHED.

UNIVERSITY AVE

OSGOODE HALL

CITY HALL

QUEEN ST WEST

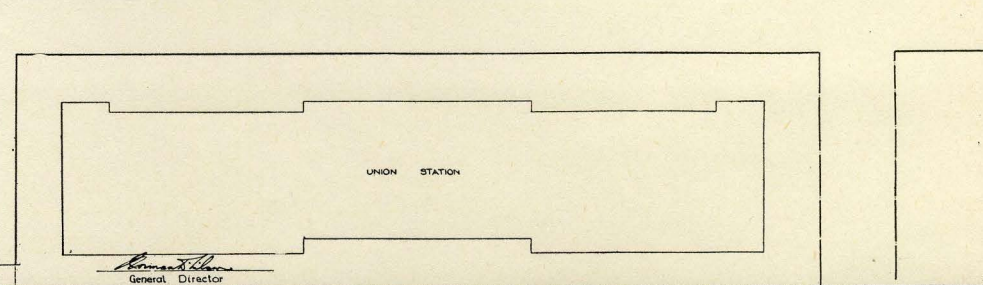
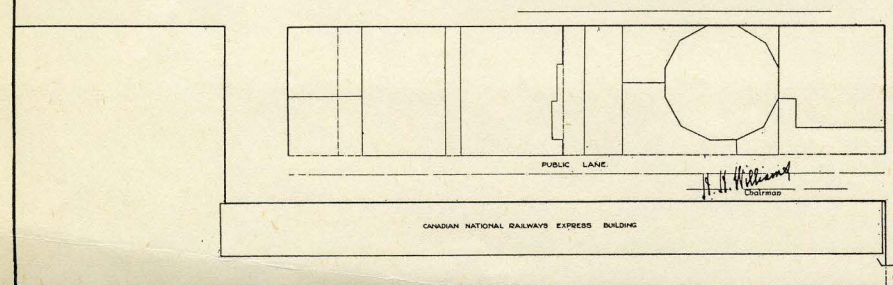
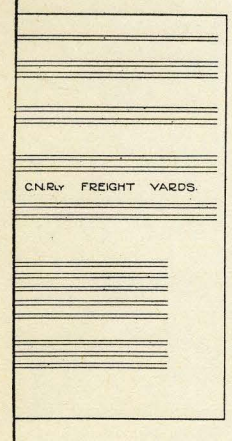
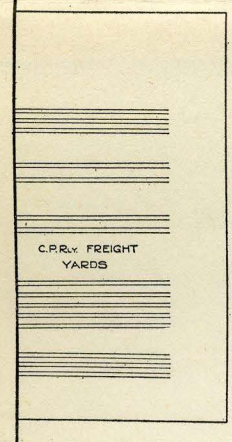
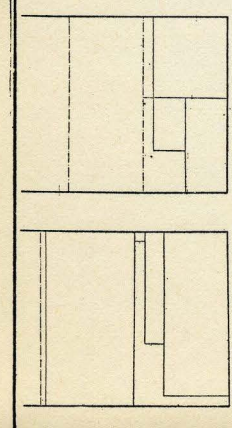
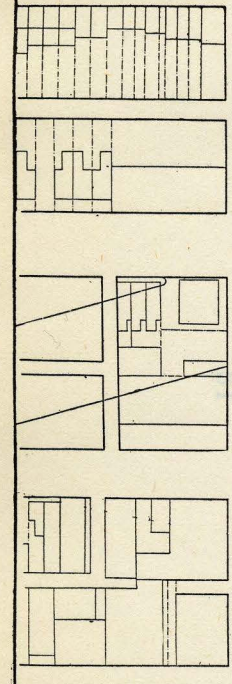
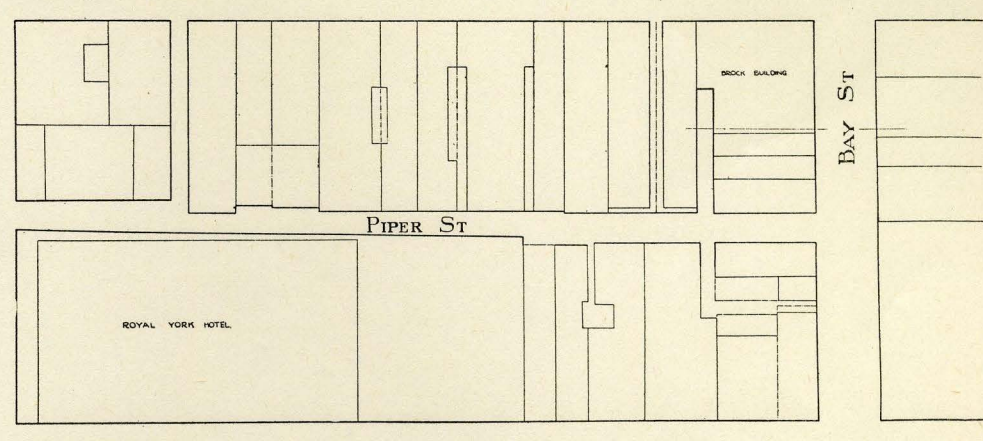
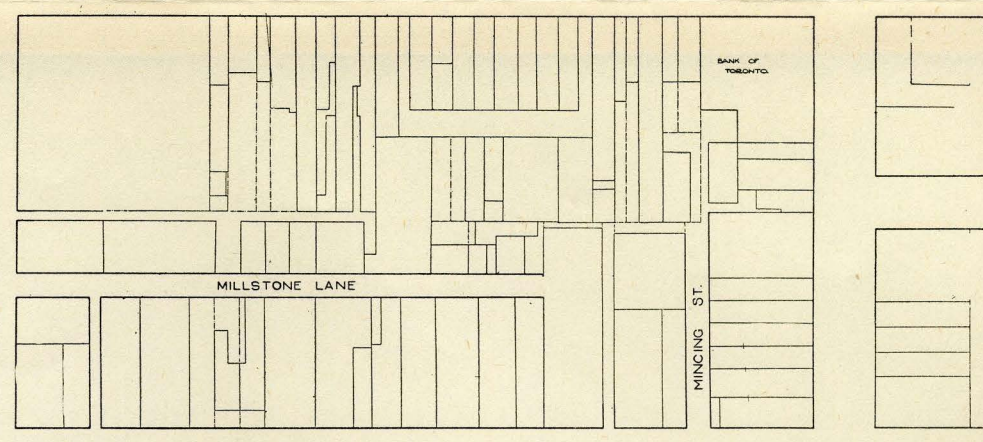
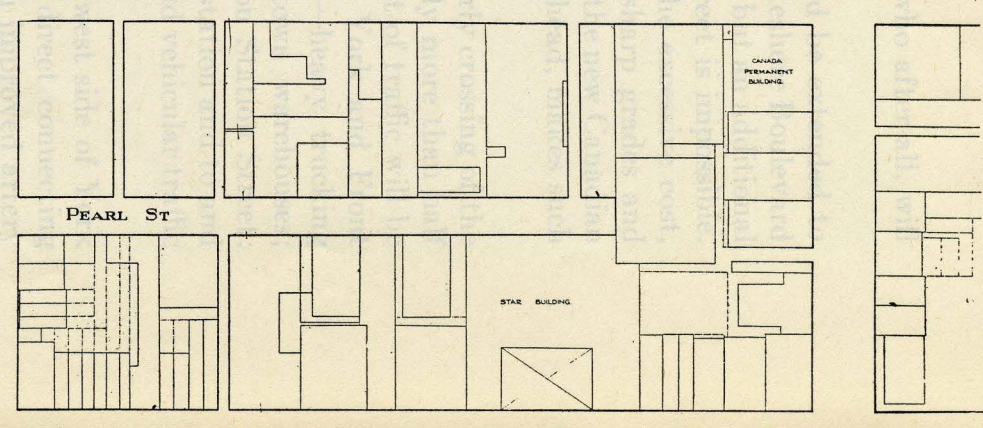
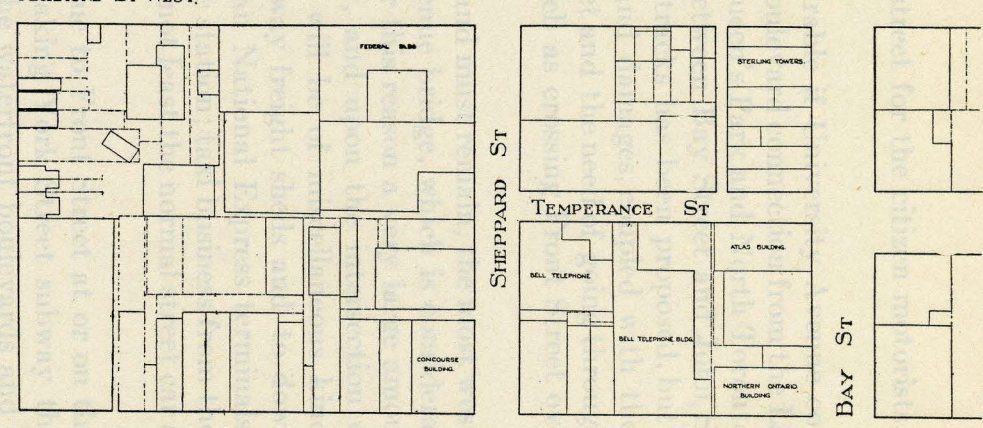
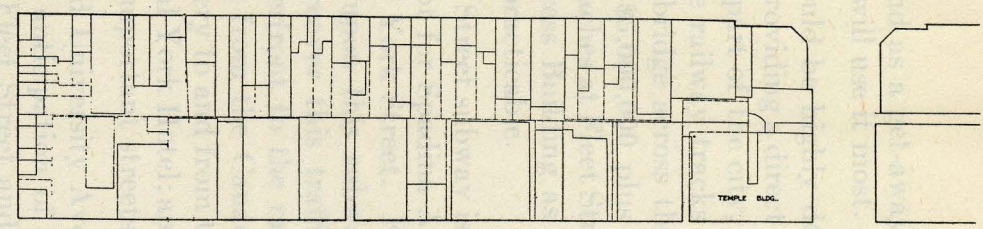
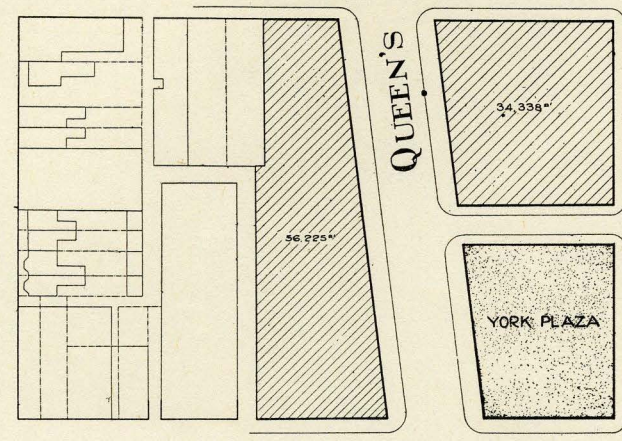
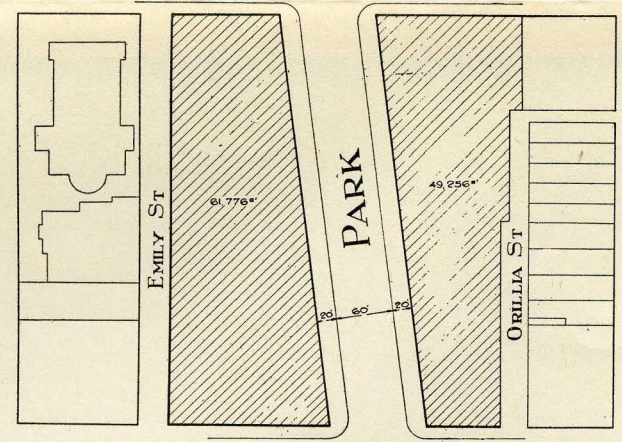
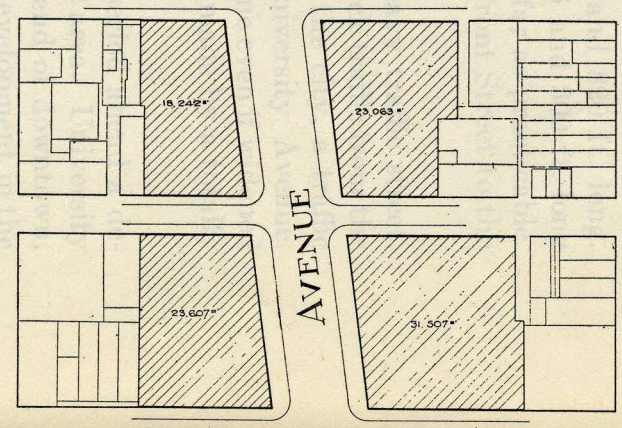
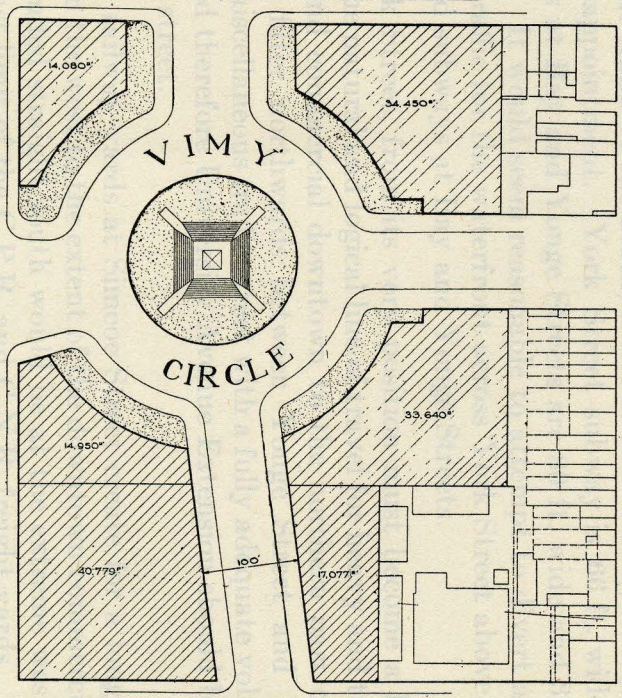
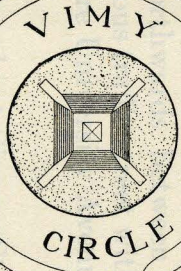
RICHMOND ST WEST

ADELAIDE ST WEST

KING ST WEST

WELLINGTON ST WEST

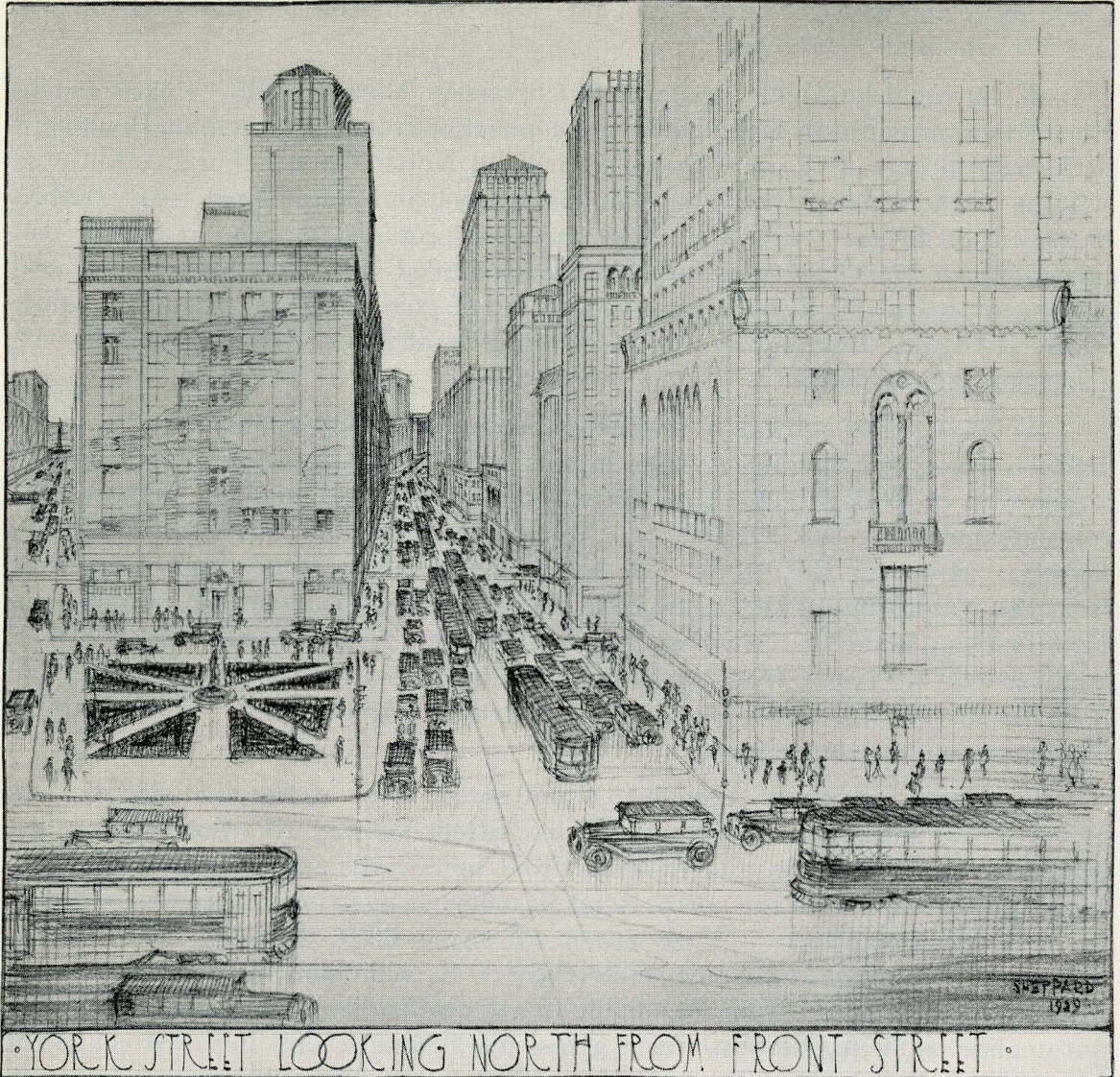
FRONT ST WEST



H. H. Williams  
 Chairman

General Director







downtown area has been a gradual spread from east to west of the more intense business development, but below King Street, it cannot go farther west than Simcoe Street.

This past year development has centered on Bay Street. A street midway between Bay and York Streets would be on the very edge if not the centre of new development and would unquestionably be built up sooner and with a more expensive type of building than would a more westerly street.

(6) Not the least of the ideas behind the desire to extend University Avenue is to create a noble gateway street. Such a street demands that it be lined with solid and expensive buildings, such as can only be erected for office accommodation for commercial and financial institutions. There is a reasonable doubt as to how soon the promoters of such buildings could be induced to erect them a full quarter mile west of the present edge of such class of development, or in turn what would be the effect upon the present financial and business nucleus if the city were to promote the early erection of such type of buildings in such location. The assessment which is representative of the capital invested in the block between Yonge and Bay Streets south of Queen and north of Front Streets is approximately \$35,000,000, or over five times the assessment of not quite \$7,000,000 in the block between York and Simcoe Streets. The assessment of the block between Bay and York Streets is in excess of \$28,000,000, or over four times the assessment in the block between York and Simcoe Streets

Another essential of a gateway street is that it be in full view from the portal of the city, that is, that it lead away from the entrance to the railway station.

(7) Unquestionably the extension of University Avenue directly south is a fine conception, if there were sufficient compensating advantages for the many numerous disadvantages. That such disadvantages exist is evidenced by the fact that not a single correspondent advocates a perfectly direct extension. Yet when even the slightest bend or jog is introduced the single advantage of the straight extension disappears, namely the extension of the long direct vista from the Parliament Buildings southerly. If a bend must be introduced it is architecturally more desirable to introduce such degree of angle as will hide the kink by permitting the erection in the line of the Avenue of an outstanding building to stand as a terminal feature at its southerly end in opposition to the Parliament Buildings at its upper end.

It is interesting to note that on November 7th, 1919, the Works Commissioner, Assessment Commissioner and Finance Commissioner reported emphatically against a straight extension, and favored a diagonal extension to the centre of the new Union Station, if any extension were to be carried out.

To extend University Avenue due south is costly for the benefit obtained. It leaves a shallow block between it and Simcoe Street. It is close to the railway yards, where additional trucking street space, rather than boulevard space is de-



sirable, and it comes to a blank terminus at Front Street, little different in present fact or in future prospect from its present terminus at Queen Street.

Such are the salient features that would lead the Commission to unhesitatingly recommend that if downtown street betterments are to be confined to one street extension, that University Avenue should be extended at its full width to Richmond Street and thence at a width of 100 feet diagonally across York Street to Adelaide Street and thence due south to centre on the new Union Station. However, the recommendation of your Commission is for a more comprehensive scheme of downtown development, but on the basis predicated, that of a single street improvement, the conclusion above stated is reached after the most careful consideration of thirty studies for University Avenue extension exclusively, and is embodied in study No. 18.

The costs under expropriation of all the above thirty studies were estimated in detail on a strictly comparable basis, by multiplying the assessed values by the multiple which experience in Toronto has shown is a safe average cost for acquiring land under expropriation proceedings.

Re-sale values have been estimated at what appear conservative rates, in view of the increase in values created by the development itself, as well as by the fact that re-sales are assumed to take place through a period of ten years. In both estimates of expropriation cost and re-sale prices the opinion of the City Assessment Department and other competent valuers has been obtained.

For comparative purposes two other studies are presented. Study No. 19, very similar in appearance to No. 18, is the diversion of University Avenue to York Street and the widening of that street on the west side. Study No. 25 is a straight extension in the line which appears to offer the major advantages. On all these plans the lands proposed to be expropriated for re-sale are shown hatched. The estimated cost of expropriating these lands and the amounts estimated to be obtained from sale of excess lands after the street is open are as follows.

Number of Plan	Estimated Cost of Expropriation	Estimated Selling Price of Excess Lands	Net Cost of Work
18	\$10,730,772	\$11,645,238	\$914,466 (Profit)
19	6,185,664	5,860,320	325,344 (Loss)
25	8,941,864	7,272,475	1,669,389 (Loss)

The net cost of the work as given is exclusive of interest on debenture debt incurred for the improvement. The total amount of such interest will be less or greater according to the speed with which excess lands are sold. It is believed that of the three Studies, No. 18 would allow the quickest re-sales. Exclusive of interest charges No. 18 shows an estimated net profit on the work of \$914,466. No. 19 shows a loss of \$325,344. No. 25 shows a loss of \$1,669,389.

But while Study No. 18 shows many desirable features, your Commission strongly advises that your consideration be given to a complete solution of all



downtown traffic problems and that the same be not limited to an attempt to provide for the future by the planning and development of one single street.

## A COMPREHENSIVE DEVELOPMENT OF THE DOWNTOWN AREA RECOMMENDED

Your Commission believe the time is ripe to adopt a progressive plan for the improvement of the entire downtown area, for if such is not adopted at this time the opportunity to do anything in any large way in the improvement of traffic conditions or beautifying downtown Toronto will be lost for good. Further, under the powers granted by the University Avenue Extension Act, the deferred widening provisions of the Municipal Act, and other existing legislation, supported if need be by reasonable amendment, which they are assured by the Premier will be enacted if necessary, the scheme of improvements hereinafter recommended can be carried out progressively at a capital expenditure small in comparison to the benefits obtainable.

Your Commission have given considerable thought to the traffic requirements of Toronto in the residential and outer areas of the city, but the extent of this study, both in area to be covered and complexity of solution, precludes the possibility of your Commission bringing in a balanced comprehensive report for the whole of the city, let alone of the Toronto metropolitan area, in the limited space of six or eight months.

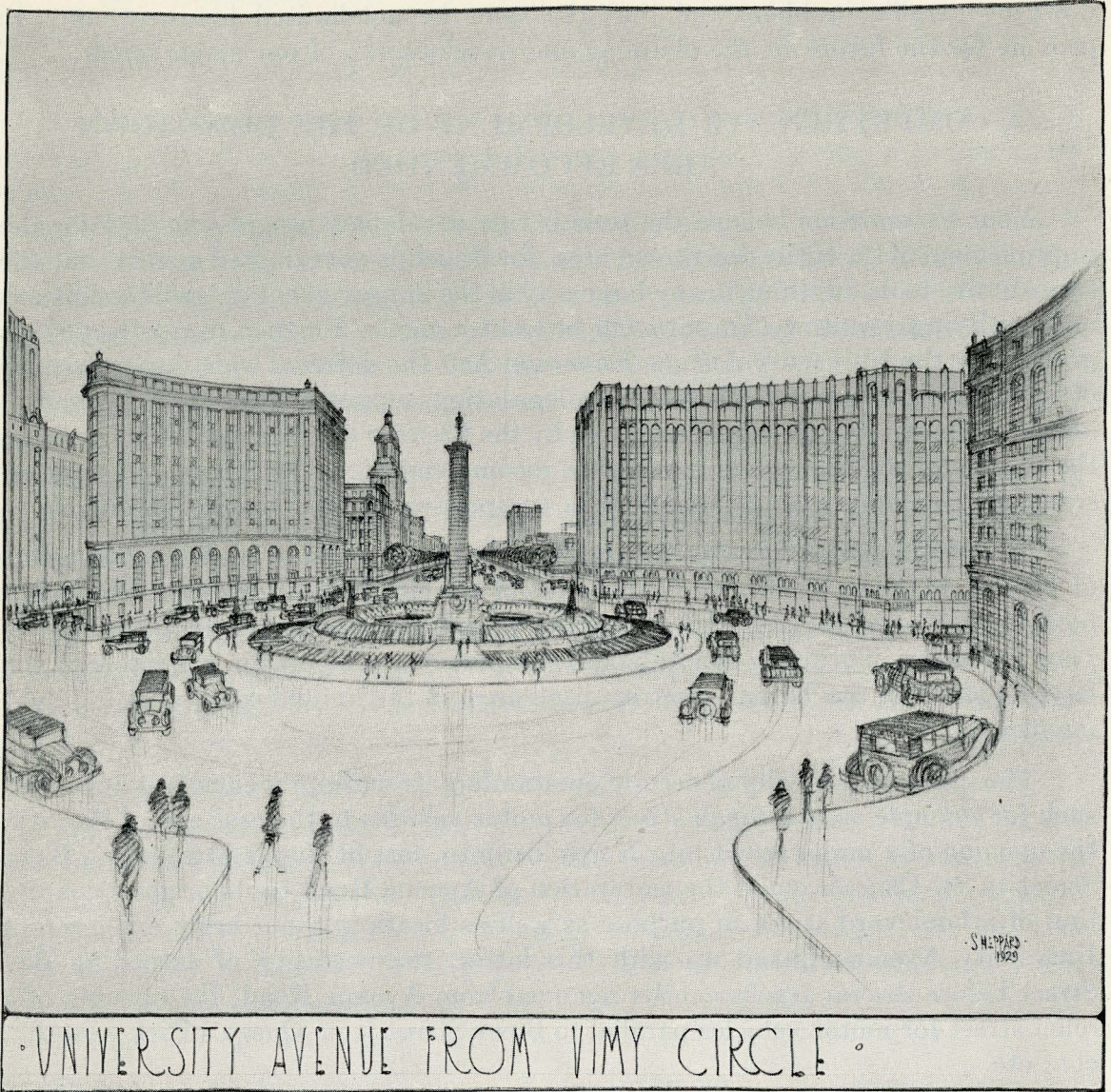
The ultimate necessity of certain outstanding street improvements is apparent, such for example as, a through street for motor vehicles to the east end of the city; the opening of a major street into North Toronto, east of Yonge Street from Bloor Street to St. Clair Avenue; the restoration of Avenue Road to its original conception of a boulevard street in purpose as well as location, a northerly extension of University Avenue; linked up with this latter, the necessity of extending Bay Street before the car tracks can be removed from Avenue Road; the opening of a relief street for motor vehicles parallel to Bloor Street from Queen's Park westerly, etc., etc.

Of these probably the most desirable immediately is the extension of Bay Street northwesterly as far as Avenue Road to free at least the lower section of Avenue Road from street car operation and decrease congestion on Bloor Street at both Avenue Road and Bay Street.

But all these street improvements, while matters of great importance, are to more or less degree of local or sectional interest and hence legitimately may be, and probably will be, carried out as local improvements.

On the other hand the central area of the city, the essential downtown, is the common interest of the whole city. Almost every citizen uses the streets and is acquainted with its traffic conditions, its public buildings and monuments. The same applies in even greater degree with regard to the visitor of whatever rank or





UNIVERSITY AVENUE FROM VIMY CIRCLE



class. In the last analysis it is an impression of the business area that the visitor carries with him as his impression of Toronto.

Furthermore, it is from this concentrated business area that a goodly part of the city's revenue is drawn. Within seven per cent. of the city area is included one-third the total assessment of the city.

It is these considerations that prompt your Commission to confine their recommendations to the downtown area. There is also that of relative urgency.

Without disparaging the need of improvements in other parts of the city, it is incontestable that with the type of tall buildings now being erected in the downtown area, one such building erected in the line of a possible street extension or opening, virtually eliminates all hope of ever accomplishing such improvement. The erection of costly buildings in downtown Toronto continues unabated with no let up in sight, and if action is deferred in opening streets to improve traffic conditions, etc., the opportunity is gone for good.

Furthermore, the carrying into effect of any street opening in the business area means the relocation in new sites somewhere in the vicinity of the great majority of those whose premises were taken for the new street. If it is recognized that other street improvements than the one immediately in mind must follow at a later date, it is imperative that the opportunity for these later improvements must be preserved by the adoption of some comprehensive plan. If not it is almost certain that in the stimulation of building activity occasioned by the cutting through of the first street, at least some construction will take place in the line of what should be the next or some later improvement.

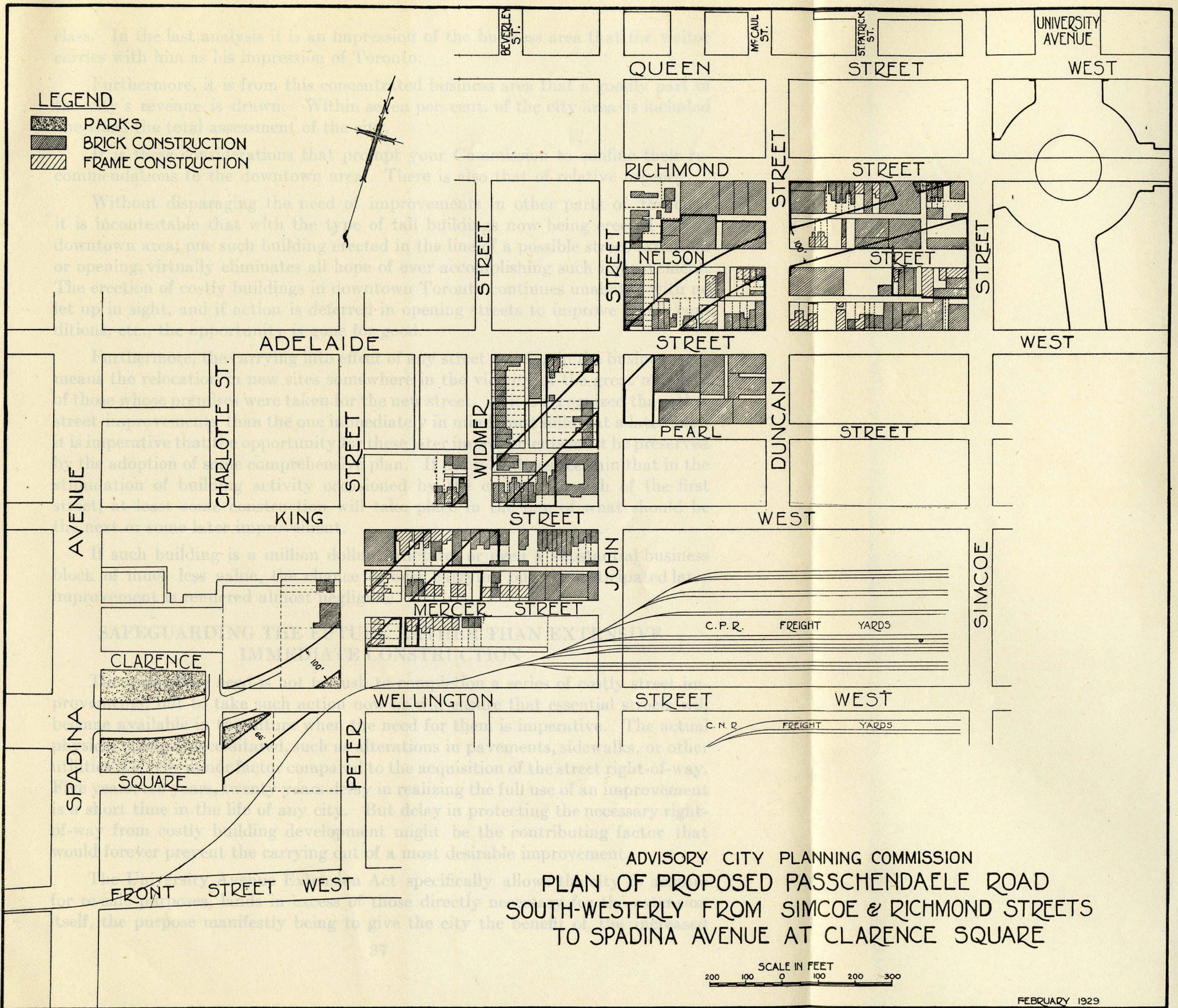
If such building is a million dollar structure, or even a substantial business block of much less value, the chance of ever carrying out the anticipated later improvement is rendered almost negligible.

#### SAFEGUARDING THE FUTURE RATHER THAN EXTENSIVE IMMEDIATE CONSTRUCTION

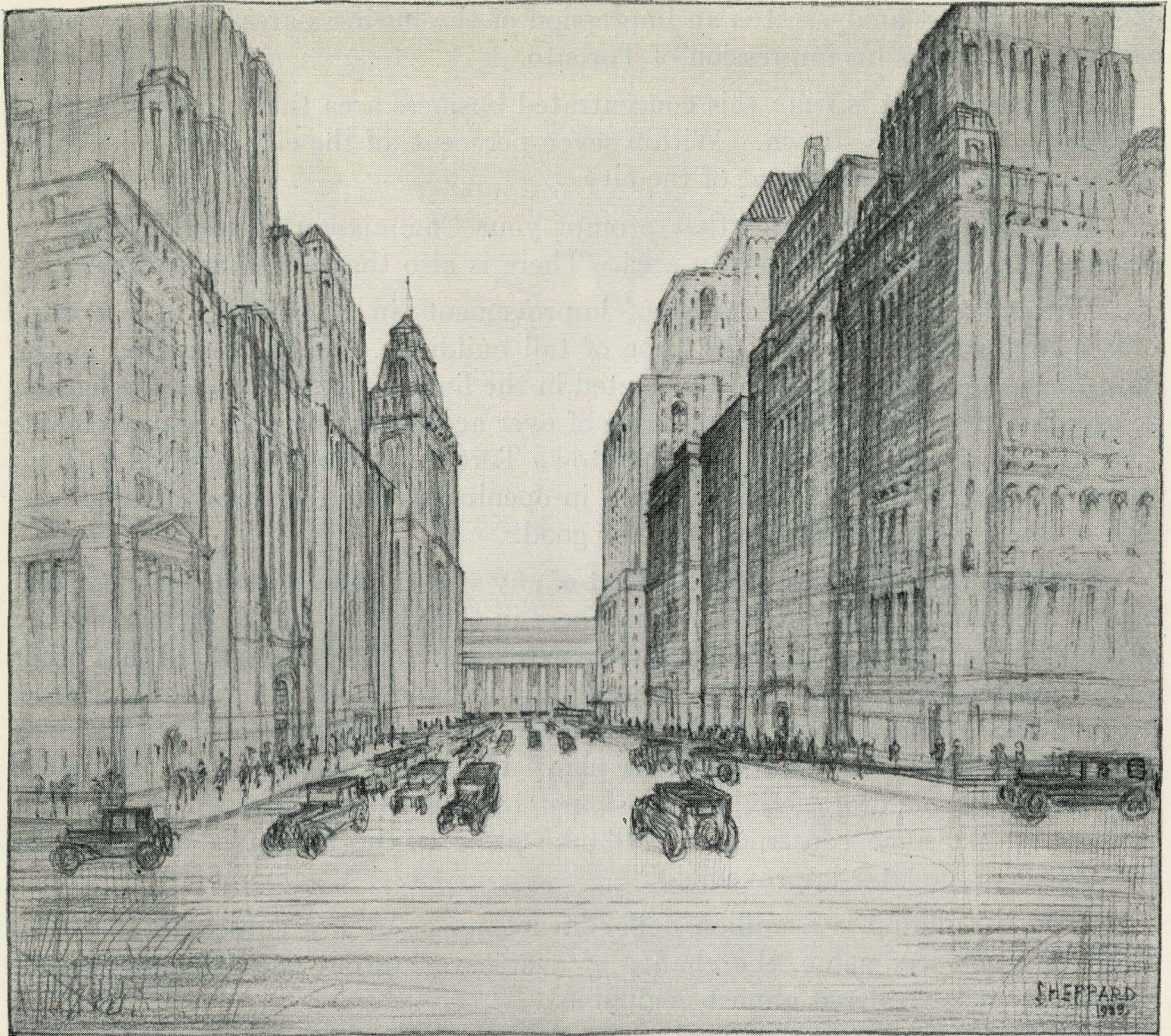
The immediate need is not to rush to completion a series of costly street improvements, but to take such action now as will ensure that essential streets will become available in the future when the need for them is imperative. The actual physical changes necessitated, such as alterations in pavements, sidewalks, or other utilities is a very minor factor compared to the acquisition of the street right-of-way. Five years, ten years, twenty years delay in realizing the full use of an improvement is a short time in the life of any city. But delay in protecting the necessary right-of-way from costly building development might be the contributing factor that would forever prevent the carrying out of a most desirable improvement.

The University Avenue Extension Act specifically allows the city to acquire for re-sale purposes, lands in excess of those directly necessary for the extension itself, the purpose manifestly being to give the city the benefit of the increased









• CAMBRAI AVENUE • LOOKING SOUTH FROM KING ST.



valuation of abutting properties occasioned by the opening of the new street. The act fixes the values of the lands expropriated at their value as of April 3, 1928, and authorizes the collection of taxes thereon from the private owners until the lands are actually taken over by the city. By the provision that University Avenue can be extended southerly or south-easterly the entire district from Simcoe Street nearly to Bay Street stands under the shadow of expropriation under the terms set out in the act.

Outside the University Avenue Extension Act, the city has the right under special legislation to expropriate any land within two hundred feet of a street opening or widening. Under the deferred widening provisions of the Municipal Act, it can expropriate for street improvements but defer all action under such expropriation for a period up to ten years, though in this instance the lands expropriated stand free of taxes and have their values fixed as of the date of the by-law, or of the registration of a plan in the registry office, if such be earlier. A natural widening over a period of years as new buildings are erected, such as is contemplated by the deferred widening legislation, is almost the universal method in European and Latin-American countries. It is comparatively new in Ontario, in fact the widening of Bloor Street from Sherbourne Street to Spadina Avenue is the first example of this method in Toronto, if not in Ontario. Your Commission believes that this initial example has worked out with marked success. It has accomplished a very substantial saving to the tax-payers on the amount estimated for the improvement and it is strongly recommended that this legislation be made use of as the basic principle in the development of downtown Toronto.

### A PLAN OF DEVELOPMENT FOR THE DOWNTOWN AREA

Your Commission present herewith a plan for the development of the downtown area of Toronto, embracing the area within a circle of three-quarters of a mile radius from the City Hall and corresponding for practical purposes to the area bounded on the west by Spadina Avenue, on the north by College and Carlton Streets, on the east by Parliament Street and on the south by the waterfront. Within this zone lies the commercial, financial, wholesale, retail, theatre and administrative centres. From it emanates and to it is directed over two-thirds of all passengers carried daily by the Toronto Transportation Commission, and a major part of the vehicular traffic of the City. It represents some of the older sections of the city, laid out long before the most optimistic citizen anticipated that Toronto would ever have a population of 100,000, let alone the 2,000,000 population within a generation that is prophesied by competent statisticians.

While this area of approximately  $2\frac{1}{2}$  sq. miles contains 32% of the assessment of the entire city, there have been in the past virtually no street improvements within its bounds.



STUDY N° 26  
 ADVISORY CITY PLANNING COMMISSION  
 PROPOSED CAMBRAI AVENUE  
 MIDWAY BETWEEN YORK STREET AND BAY STREET

SCALE  
 0 50 100 150 200 250 300  
 FEBRUARY 1969

LOCATION OF MONUMENTAL BUILDINGS ONLY SHOWN.  
 NEW PARK AREAS SHOWN STIPPLED AND AREAS TO BE EXPROPRIATED AND RE-SOLD WHEN STREET OPENING IS COMPLETED SHOWN HATCHED.

UNIVERSITY AVE

CITY HALL

QUEEN ST. WEST

RICHMOND ST. WEST

ADELADE ST WEST

KING ST. WEST

WELLINGTON ST. WEST

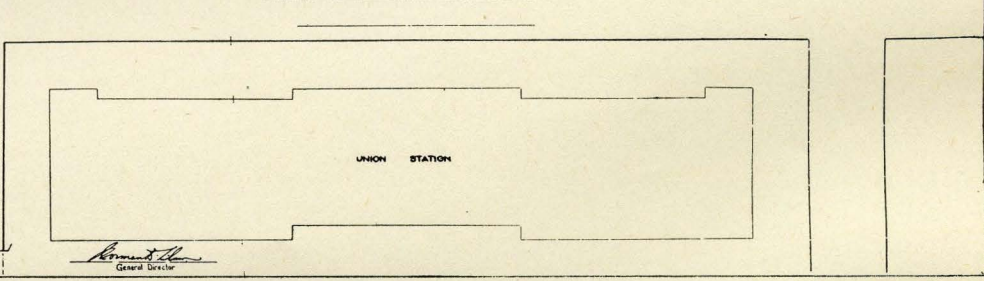
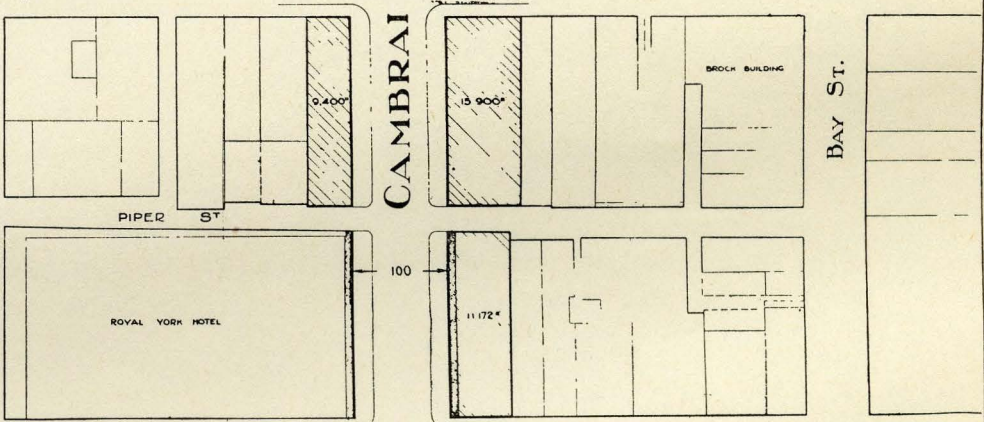
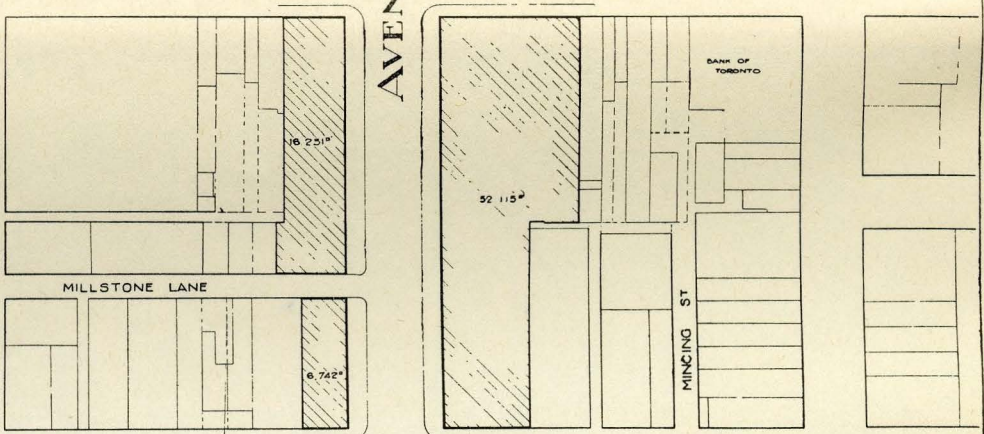
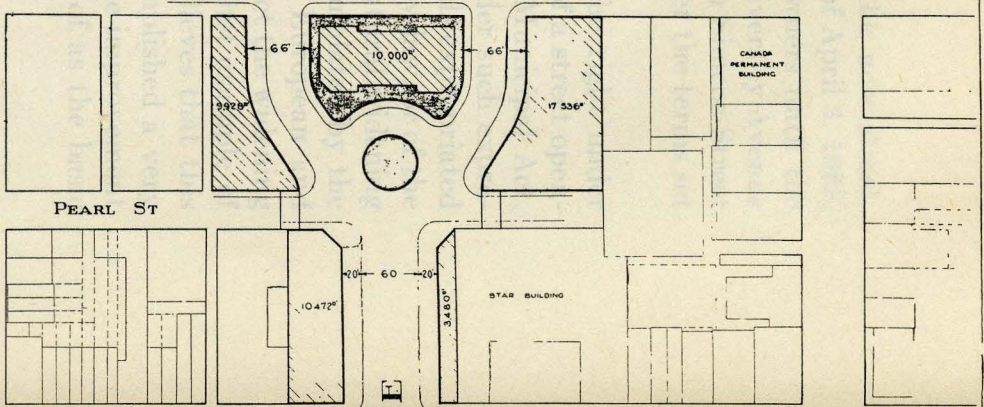
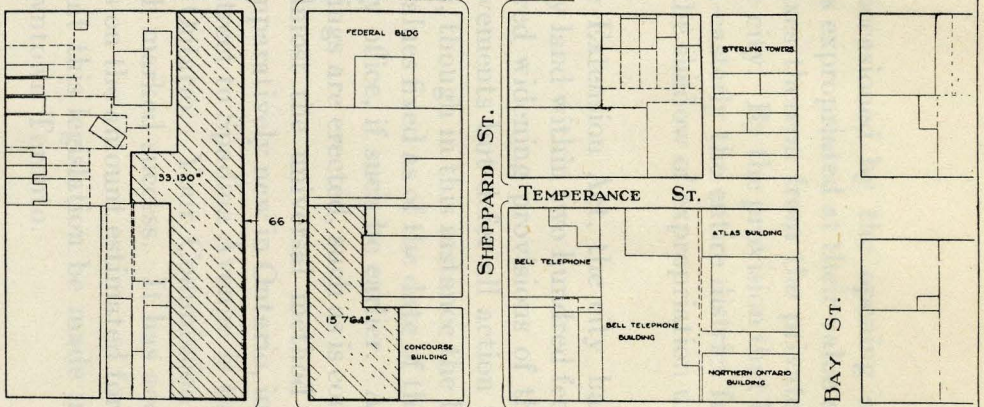
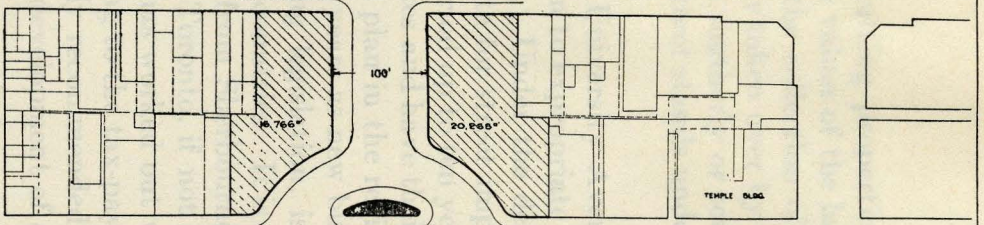
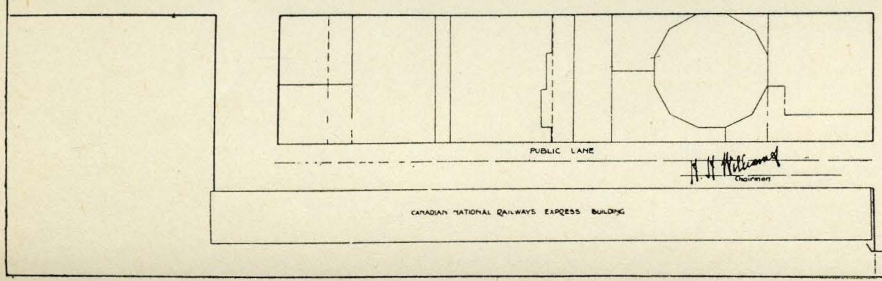
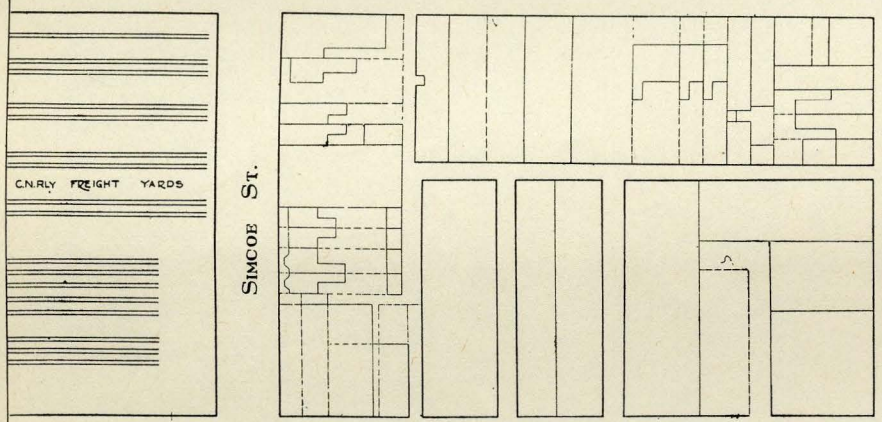
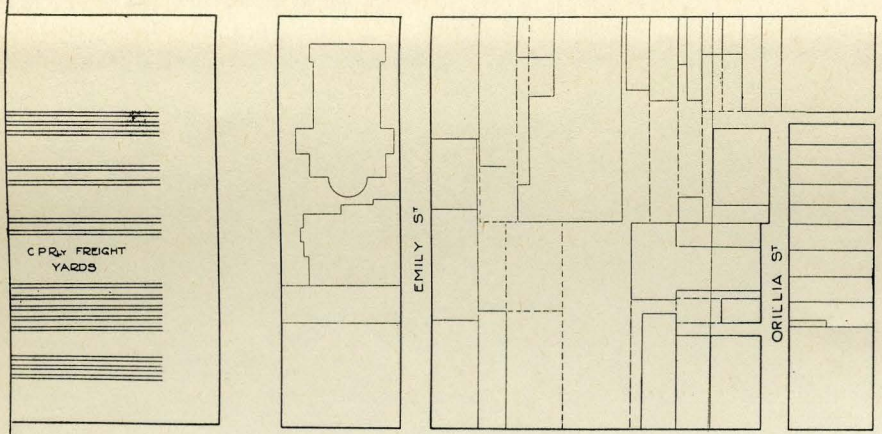
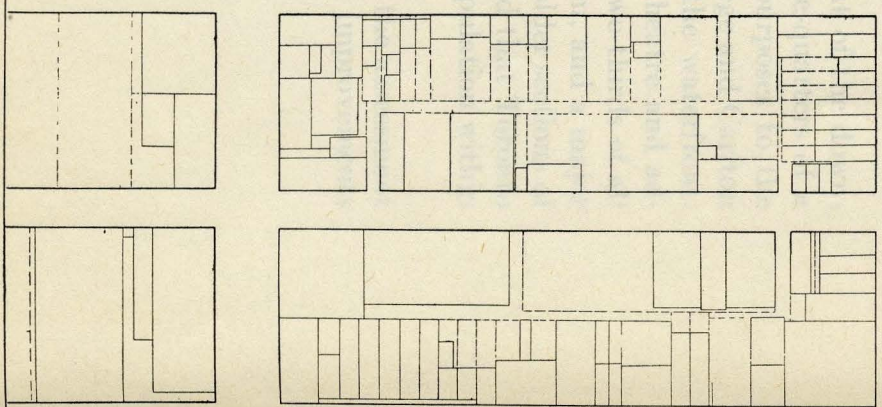
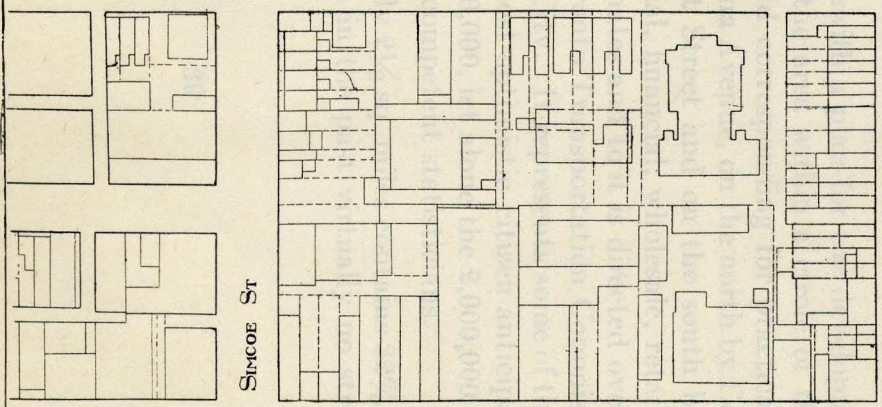
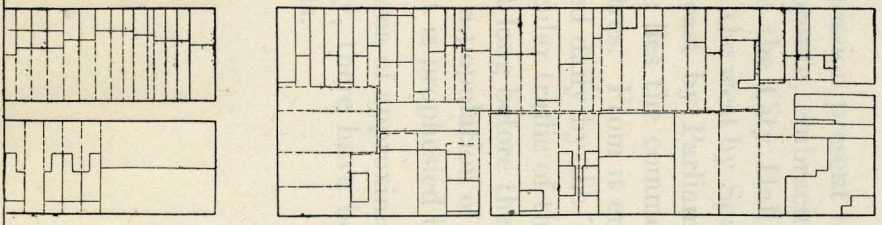
FRONT ST. WEST

SIMCOE ST

YORK ST.

AVENUE

BAY ST.



C.P.R. FREIGHT YARDS

C.N.R. FREIGHT YARDS

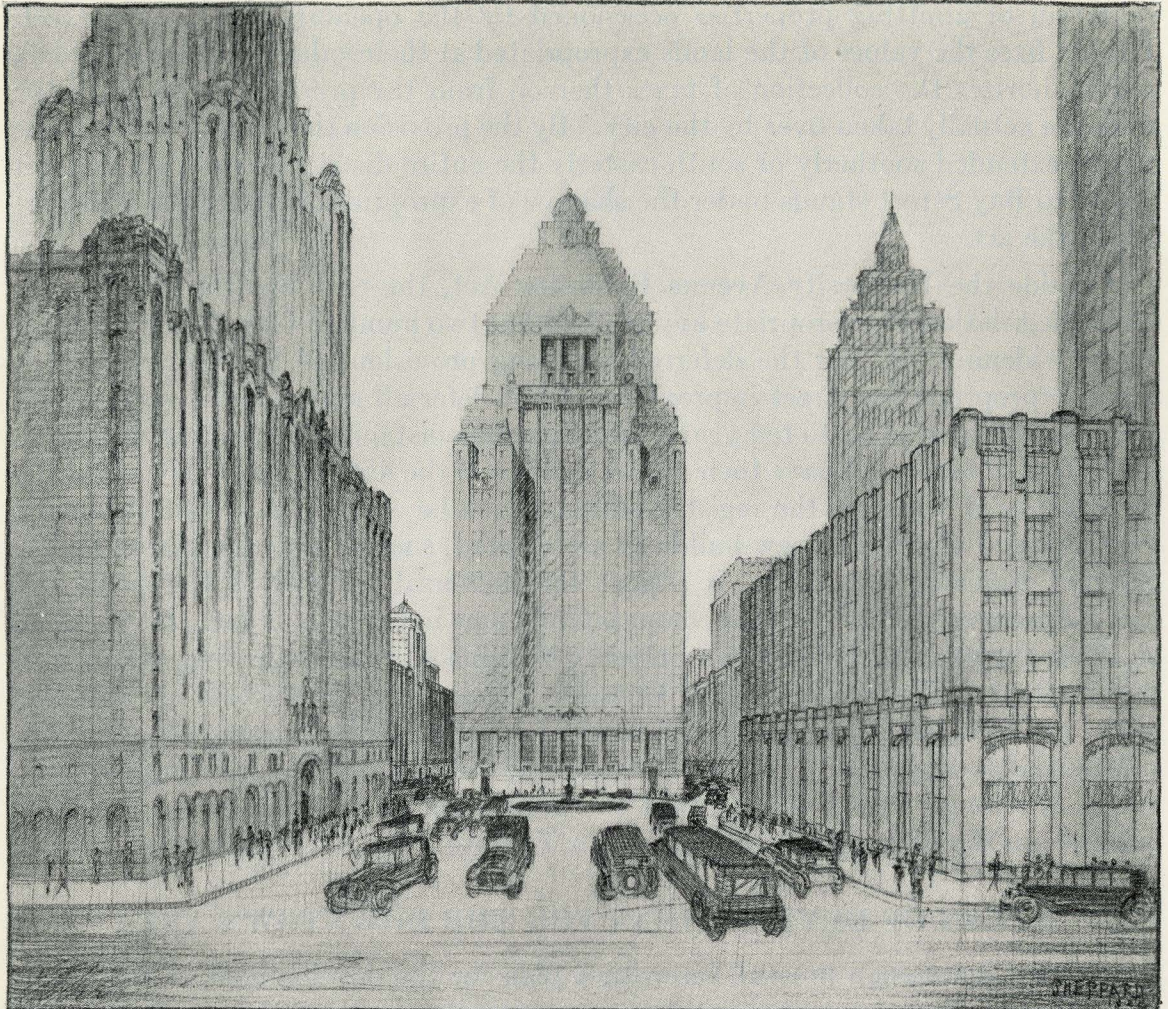
CANADIAN NATIONAL RAILWAYS EXPRESS BUILDING

UNION STATION

SUB-WAY

*Robert Allen*  
 General Director





• CAMBRAI AVENUE • LOOKING NORTH FROM KING ST. •



## PROPOSED STREET EXTENSIONS AND IMPROVEMENTS

The series of street improvements recommended by your Commission to be carried into effect over a period of fifteen years is as follows.

### 1. UNIVERSITY AVENUE

It is proposed to extend University Avenue due south at full width to Richmond Street, where in a dominating position is reserved a site in the centre of a spacious plaza for a great War Memorial. It is suggested that this Memorial, facing the Parliament Buildings, visible from the business section of the city and at a point where ninety per cent. of the visitors to Toronto, whether coming by motor or by train, would pass it on their entrance, might well be undertaken by the Provincial Government.

### 2. QUEEN'S PARK AVENUE

From this Memorial Square, marked on the map Vimy Circle, radiate three main avenues. To the south, or slightly east of south extends Queen's Park Avenue, 100 feet wide, terminating in a square at Front Street marked on the map York Plaza. The lands on the south side of Front Street between York and Simcoe Streets are largely owned by the City of Toronto and any valorization of these lands will directly benefit the city in rentals and taxes.

### 3. CONNECTION TO LAKESHORE BOULEVARD

To the southwest from Vimy Circle extends a connection to Sunnyside Boulevard. This boulevard one hundred feet wide, marked Passchendaele Road on the plan, intersects and opens up decadent residential property gradually being taken for light manufacturing purposes. The diagonal avenue extends to Clarence Square from which square Wellington Street extends westerly with an existing width of 150 feet to Victoria Square at Portland Street. The expropriation of a few old rough-cast dwellings opens this square into Bathurst Street, itself 100 feet wide. The new Bathurst Street bridge gives a direct connection to the Lakeshore Boulevard avoiding the congested business area, the congested subway at York Street and the level crossings on Fleet Street. This boulevard provides an automobile road free of car tracks from the heart of the city to the Exhibition.

### 4. RICHMOND STREET


Easterly from Vimy Circle it is proposed to widen Richmond Street to 100 feet as far as such can be done economically, that is, to about the line of Elizabeth Street extended. It is proposed that the Transportation Commission be asked to discontinue the operation of their tracks on Richmond Street and to remove same when the street is re-paved, or else to utilize them solely for emergency purposes.

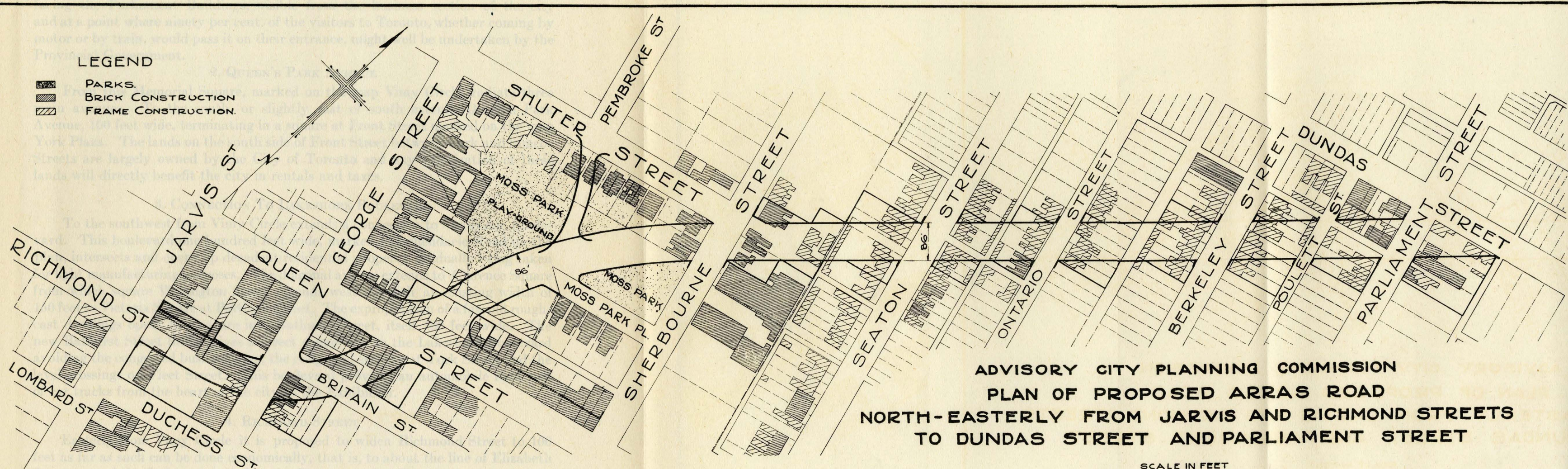
### 5. YORK STREET

It is proposed that York Street be widened on the west side to 86 feet from Front Street to Richmond Street and extended diagonally from Richmond Street

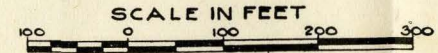


LEGEND

-  PARKS.
-  BRICK CONSTRUCTION
-  FRAME CONSTRUCTION.

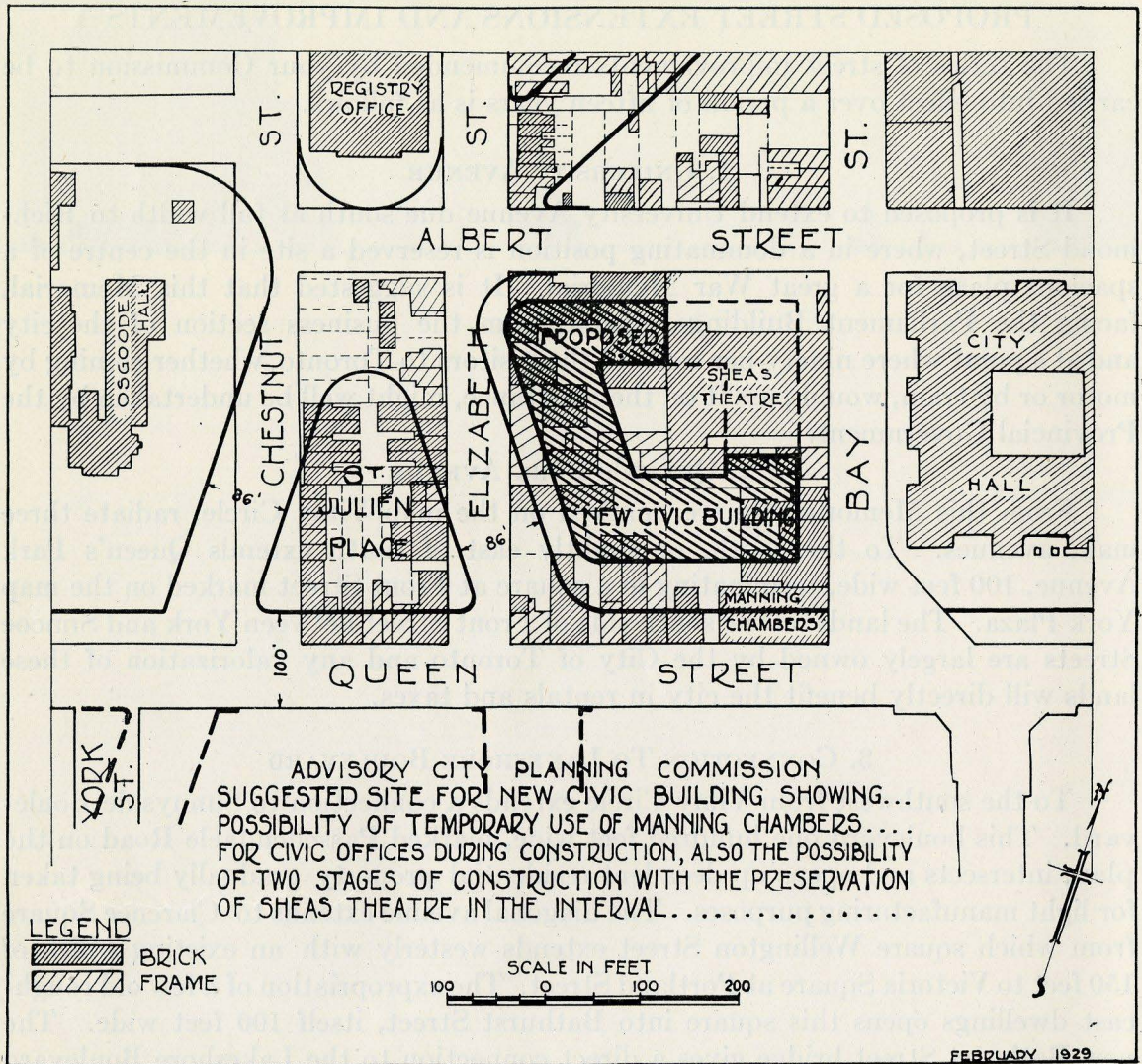


ADVISORY CITY PLANNING COMMISSION  
PLAN OF PROPOSED ARRAS ROAD  
NORTH-EASTERLY FROM JARVIS AND RICHMOND STREETS  
TO DUNDAS STREET AND PARLIAMENT STREET



FEBRUARY 1929.







to Bay Street above Louisa Street, and that Bay Street be widened from this point to Dundas Street. From Dundas Street northerly Bay Street is now 86 feet wide.

The widening of York Street from Wellington Street to Richmond Street is virtually a by-product of University Avenue Extension. To control the building frontage on Queen's Park Avenue, all the properties with few exceptions, up to the rear line of those fronting on York Street must be acquired. By transfer of a twenty foot strip of this land to the York Street owners in lieu of a similar depth expropriated to widen that street and a studied use of the deferred widening provisions of the Municipal Act, York Street can be widened at very little extra cost.

From Queen Street northerly the opening of York Street fits in as a component part of a civic square on Queen Street which has been repeatedly urged during many years past.

The importance of York Street as a miscellaneous traffic street to the north has been previously stressed. Its natural and only possible line of extension northerly to Bloor Street and beyond, is Bay Street.

#### 6. EXTENSION OF ELIZABETH STREET

It is proposed that Elizabeth Street be extended south to Front Street. The desirability of splitting the exceptionally long block between Bay and York Streets is so apparent that such has formed a part of every comprehensive scheme for the improvement of downtown Toronto that has ever been developed.

All of these earlier schemes have been seriously affected if not altogether destroyed by the subsequent construction of the Federal and Concourse Buildings. The plan herewith submitted proposes to make a virtue of a necessity. Sheppard Street would be used as a one-way street northbound. A one-way street for southbound traffic is opened up to the west of the Federal Building. The semi-circular intersection at Richmond Street would be of material benefit to the traffic flow by eliminating left-hand turns. At Adelaide Street is located a site for a monumental building facing the Union Station.

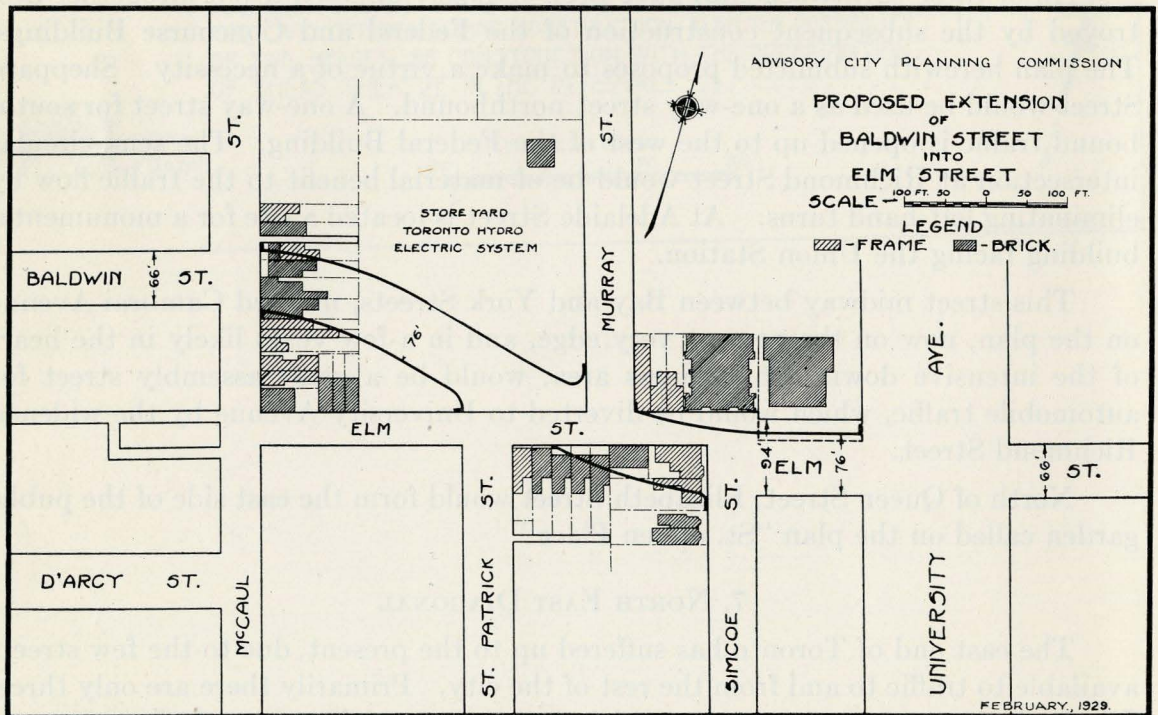
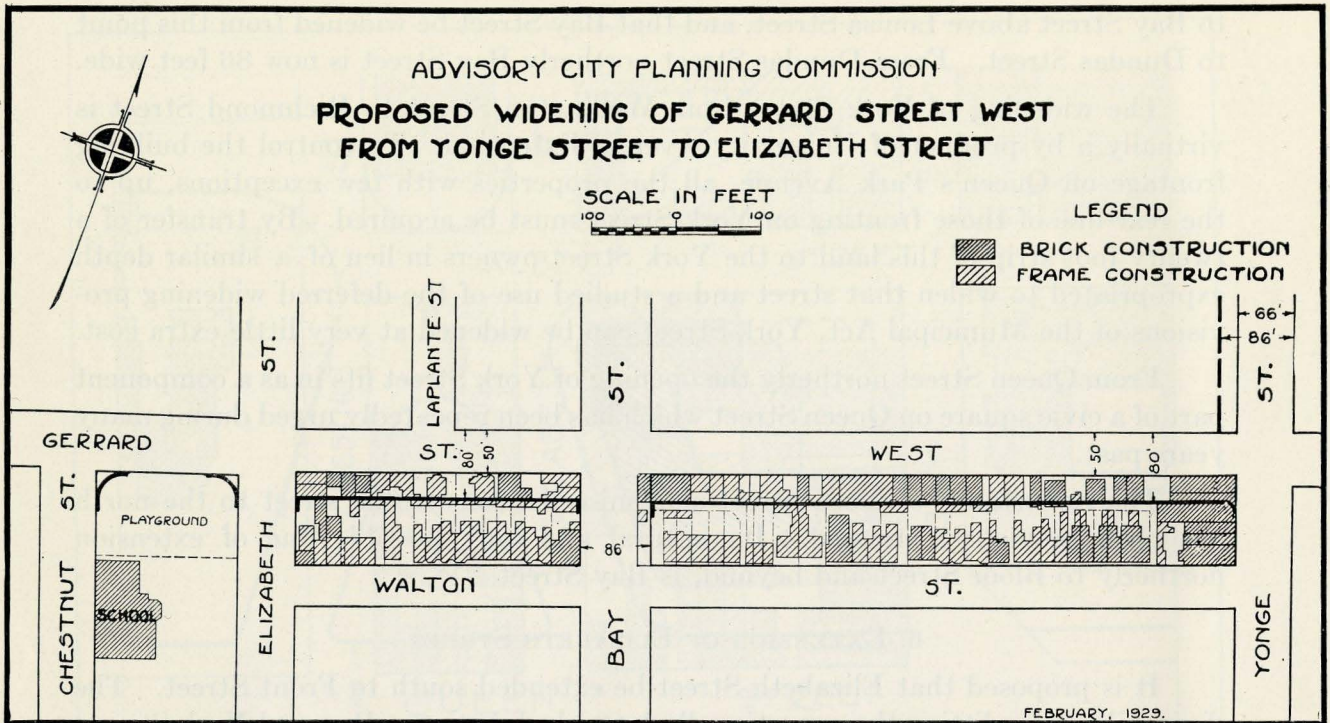
This street midway between Bay and York Streets, marked Cambrai Avenue on the plan, now on the present very edge, and in a few years likely in the heart of the intensive downtown business area, would be a great assembly street for automobile traffic, which would be diverted to University Avenue by the widened Richmond Street.

North of Queen Street, Elizabeth Street would form the east side of the public garden called on the plan "St. Julien Place."

#### 7. NORTH EAST DIAGONAL

The east end of Toronto has suffered up to the present, due to the few streets available to traffic to and from the rest of the city. Primarily there are only three, Danforth Avenue, Gerrard Street and Queen Street, all street-car streets.







Danforth Avenue was widened to 86 feet in 1912, and with the Prince Edward Viaduct, opened to traffic in 1919, and Bloor Street widening to Spadina Avenue, now awaiting only the reconstruction of the pavements to be complete, form a single magnificent artery and together represent the most comprehensive street improvement that Toronto has yet attempted.

The paving of Fleet Street easterly from Bay Street to connect with Commissioners Street and the paving of that street to connect with Greenwood Avenue as well as with a shore boulevard to the east, are matters immediately in prospect by the Harbor Commission, and when completed will provide the eastern part of Toronto with the full equivalent of the Sunnyside Boulevard.

Midway between these two important arteries your Commission propose there should be developed a motor boulevard to the northeast.

Your Commission propose the extension of Richmond Street to George Street and thence north-easterly across Queen Street and continuing as a diagonal avenue to Dundas Street at Parliament Street. It is suggested that car tracks could be removed from Dundas Street east from Parliament Street and this section of Dundas Street made into a motor highway, to be ultimately extended above the hill to the easterly city limits.

The recommendation made herein is for the diagonal extension of Richmond Street to Parliament Street at a width of 86 ft. This is shown marked Arras Road on the plan. Included with this project on the plan is the opening of Pembroke Street into the new street and the laying out of a small square at Jarvis and Duchess Streets.

#### 8. EASTERN AVENUE

Though outside the immediate area under consideration but as an immediate traffic relief to the east end at small cost, the cutting off of the corner of Front and Trinity Streets to give direct connection from Front Street to Eastern Avenue is recommended and included in this programme.

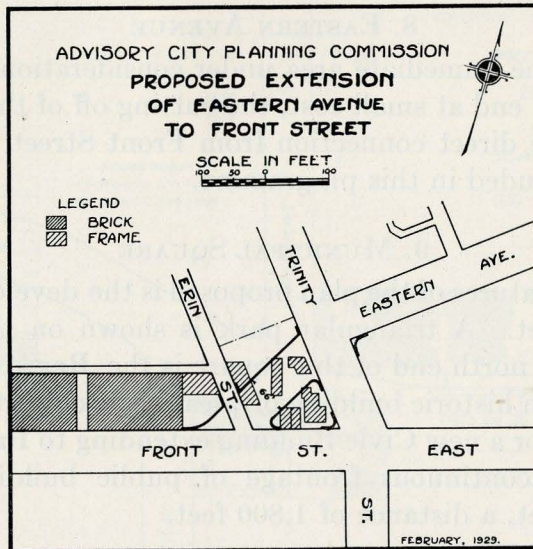
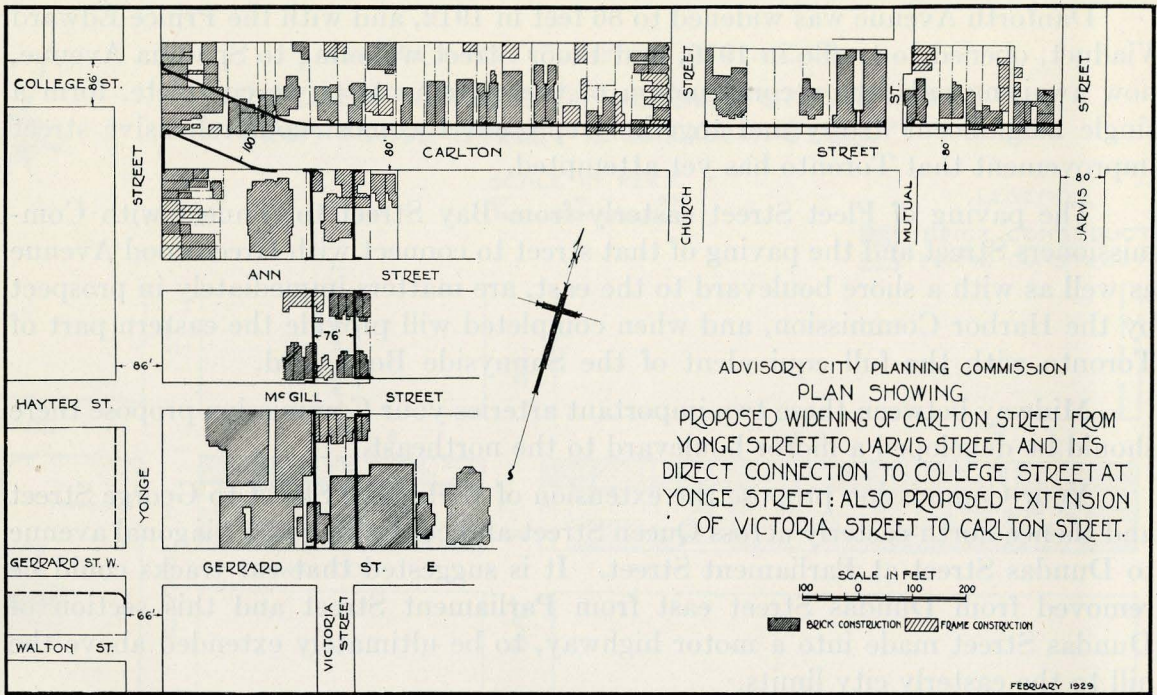
#### 9. MUNICIPAL SQUARE

One of the main features of the plan proposed is the development of a municipal centre on Queen Street. A triangular park is shown on the plan marked "St. Julien Place." At the north end of this square is the Registry Office, on the west side is Osgoode Hall, an historic building of pleasing architecture, while on the east side is the logical site for a new Civic Building extending to Bay Street and with the City Hall making a continuous frontage of public buildings from University Avenue to James Street, a distance of 1,800 feet.

#### 10. WIDENING OF QUEEN STREET

It is proposed that Queen Street be widened to 100 feet by a deferred widening from the existing wide section at Soho Street to Bay Street, and by subsequent deferred widenings as far east as Sherbourne Street.







From the widened section of Queen Street at Soho Street to the new Canada Life property at Simcoe Street there is only 1,000 feet of building frontage, and none of the existing buildings are less than 30 years old. It is only a matter of a short while before this street will be entirely rebuilt. Queen Street is the logical entrance to downtown Toronto from the middle north-west section of the city. With Queen Street widened to Bay Street, a street 90 or more feet in width would exist, by the utilization of Queen Street, Spadina Avenue and College Street, from the City Hall to Bloor Street at Spadina Avenue and to Manning Avenue on College Street. Even if no direct northwest diagonal is economically practical at a later day, these three wide streets will form an effective artery.

Similarly on the east side, it is into Queen Street even more than into Richmond Street that the eastern diagonal will pour its traffic. The frontage on Queen Street East is probably not so ripe for building development as Queen Street West, for one thing, the buildings average a better class and value, but the future should be protected by a deferred widening.

While not included in the financial plan proposed by your Commission, the acquisition of the Queen and Elizabeth Street frontage of the block west of the City Hall is recommended as the logical situation for a new city building, to house the Police Administration, etc.

It is possible by constructing only a part of the ultimate building immediately, to postpone the demolition of the Hippodrome Theatre. Again during construction the Manning Building could be preserved intact, and until the new building was completed could be occupied as temporary city offices, to meet the immediate pressing need for additional space.

#### 11. GERRARD AND ELM STREETS

With the coming development of College and Carlton Streets into retail streets an adequate through street for miscellaneous traffic from Spadina Avenue to Parliament Street between College and Dundas Street will be a necessity. This street exists on the east side of Yonge Street in Gerrard Street. It is proposed that Gerrard Street West be widened to Elizabeth Street and that Elm Street be widened from Simcoe Street westerly and diverted into Baldwin Street.

To extend Gerrard Street directly west into Baldwin Street would, besides entailing much greater costs, create an additional traffic crossing of University Avenue, something to be prevented if possible, if University Avenue is to be preserved as a fast traffic road to the northern part of the city.

#### 12. CARLTON STREET WIDENING AND VICTORIA STREET EXTENSION

The widening of College Street is shown on the map. This has already been approved by Council. The elimination of the jog at College and Carlton Streets is a very necessary improvement, particularly in the light of the growth of traffic



certain with the opening of the new Eaton block. For the same reason it is proposed to widen Carlton Street to Jarvis Street, and to extend Victoria Street north to Carlton Street.

### 13. MINOR IMPROVEMENTS TO EXISTING ARTERIAL STREETS

Of existing streets that are available without improvement (other than ultimate increase in the pavement width) Jarvis Street is the notable example on the east side. It is 80 feet wide and undoubtedly will continue to be what it is now, the main artery to Rosedale, Moore Park, East North Toronto and Leaside. On the west side St. George Street, Beverley Street and John Street can be effectively linked together to form an additional through motor street on the west side of University Avenue. Incidentally it would place the Art Gallery on a motor boulevard.

To improve traffic conditions Beverley Street should be extended across College Street and the small jog taken out by an easy bend north of the intersection. A narrow gore of vacant University land would be required, while a similar width would be added to the area of lawn to the east of the central public library. A similar improvement to connect Beverley and John Streets is possible at any time in the future by encroaching for the width of a sidewalk on Grange Park.

Regarding Yonge Street, it is believed that traffic relief on this street can be best accomplished by the ultimate elimination of the street-railway tracks and the construction by the city of a rapid transit tube from Front Street and the Union Station to the vicinity of Mount Pleasant Cemetery.

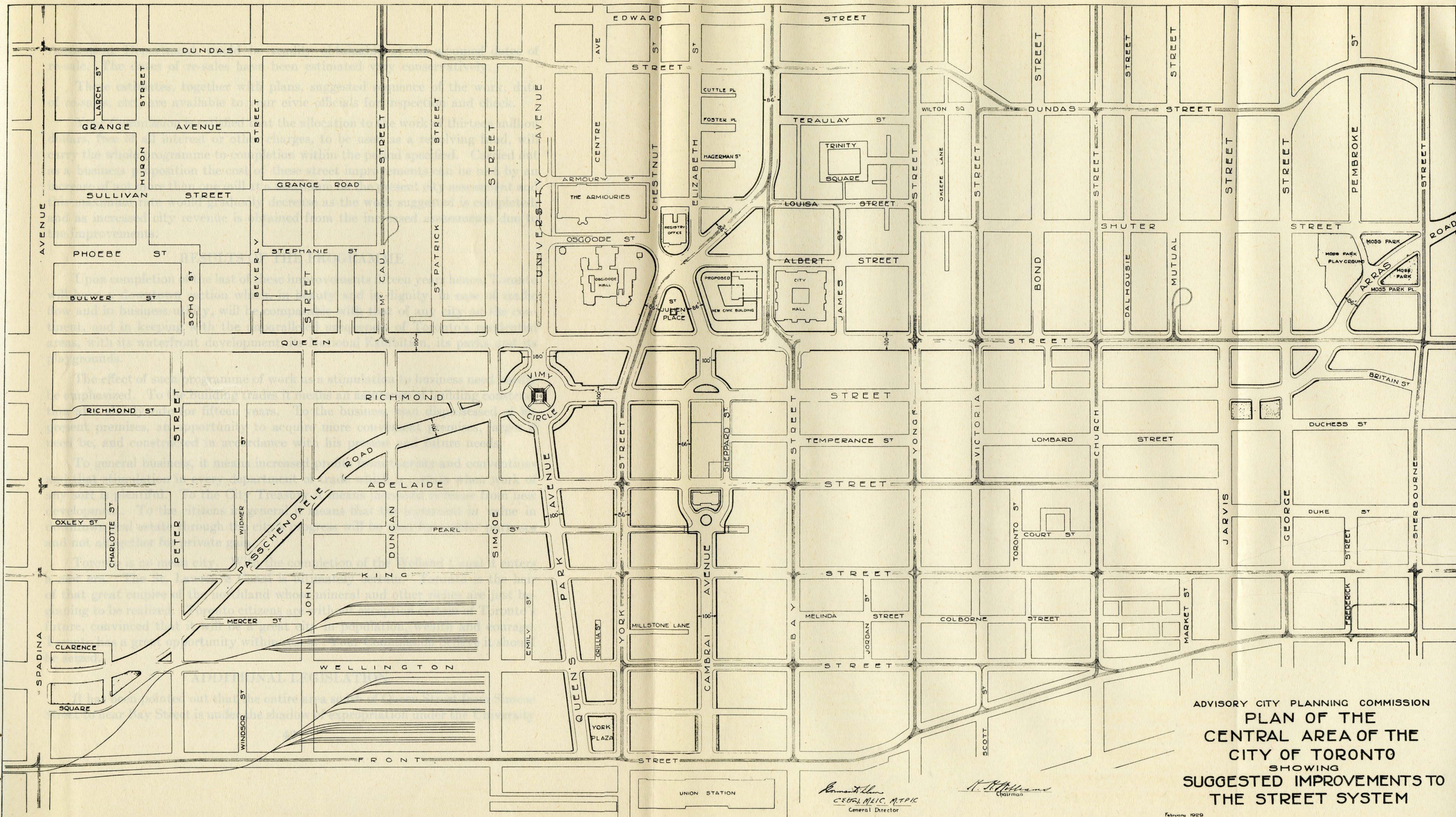
Yonge Street from College Street to Hayter Street has been widened by the dedication of a 20-foot strip by the T. Eaton Company. It is proposed that this widening be continued for another 200 feet southerly to connect with the improved Gerrard Street.

### FINANCING THE IMPROVEMENTS RECOMMENDED

Our recommendation is that this plan of street improvements as submitted be faced as a fifteen-year programme, and that full advantage be taken of the University Avenue Extension Act and parallel powers available under other existing legislation to expropriate excess lands and reap the benefit on re-sale of the increased values due to the improvements. It is proposed to make full use of deferred widening powers to mitigate damage claims.

The assessments of the lands and buildings comprising the various properties proposed to be expropriated have been used as a foundation on which to base expropriation costs, and have been multiplied by the factor which experience in previous expropriations dictates. The re-sale prices of lands after the improvements are completed, as used in the Commission's estimates, are those which, in the opinion of those members of your Commission who have had the broadest experience in Toronto real estate, supported by other competent opinion, including that of your





ADVISORY CITY PLANNING COMMISSION  
**PLAN OF THE  
 CENTRAL AREA OF THE  
 CITY OF TORONTO**  
 SHOWING  
**SUGGESTED IMPROVEMENTS TO  
 THE STREET SYSTEM**

*Robert H. ...*  
 GENERAL M.E.I.C. M.T.P.I.C.  
 General Director

*H. H. Williams*  
 Chairman



Assessment Department, would be readily obtainable at the assumed dates of re-sale. The dates of re-sales have been estimated very conservatively.

These estimates, together with plans, suggested sequence of the work, date of re-sales, etc., are available to your civic officials for inspection and check.

Your Commission is satisfied that the allocation to the work of thirteen million dollars, free of all interest or other charges, to be used as a revolving fund, will carry the whole programme to completion within the period specified. Carried out as a business proposition the cost of these street improvements can be met by an increase of not more than one mill at a maximum on the present city assessment and this maximum rate would gradually decrease as the work suggested is completed, and as increased city revenue is obtained from the increased assessments due to the improvements.

### RESULTS OF THE PROGRAMME

Upon completion of the last of these improvements fifteen years hence, Toronto will have a downtown section which, in beauty and in dignity, in ease of traffic flow and in business utility, will be comparable with that of any city on the continent, and in keeping with the unparalleled uniqueness of Toronto's residential areas, with its waterfront development, its National Exhibition, its parks and its playgrounds.

The effect of such programme of work as a stimulation to business need hardly be emphasized. To the building trades it means an assurance of building construction at a steady rate for fifteen years. To the business man dispossessed of his present premises, an opportunity to acquire more convenient premises, larger if need be, and constructed in accordance with his present and future needs.

To general business, it means increased profits from tourists and conventions and that stimulation in every department of trade which is certain when work of any sort is plentiful. To the City Treasury it means increased revenue from new development. To the citizens in general it means that the increment in value in downtown real estate through the city's progress will be used for public purposes and not altogether for private gain.

Toronto is no mean city. With the completion of the Welland Canal it enters a new era. The St. Lawrence Canals ultimately certain. Toronto is the heir of that great empire of the northland whose mineral and other riches are just beginning to be realized. Toronto citizens are without exception certain of Toronto's future, convinced that it will be a great city in population, wealth and courage. Toronto has a great opportunity within reach. Your Commission believe it should be seized.

### ADDITIONAL LEGISLATION

It has been pointed out that the entire area south of Queen Street from Simcoe Street to near Bay Street is under the shadow of expropriation under the University



Avenue Extension Act, at values as of April 3rd, 1928. It is proposed that the Legislature be requested by the City to confirm such shadow and make this Act applicable to the several street improvements within that area suggested as necessary under this recommendation.

It is also proposed that the Legislature be requested by the City to pass a similar Act with regard to the other street improvements recommended and fixing the values of the lands affected as of the date of the making public of this report.

As an additional safeguard your Commission have prepared draft plans in accordance with Section 343 of the Municipal Act and urgently request that at the very earliest moment such be authorized by Council to be filed in the Registry Office. This action imposes no commitment on the City whatever, but in the event that Council elects, within six months of the registration of such plan, to proceed with the recommendations of your Commission in whole or in part, the values of the lands to be expropriated are fixed as of the date of the filing of the plan.

### CONCLUSION

In presenting this report your Commission have completed the task entrusted to them, and presume that the Advisory City Planning Commission will now cease to function.

The proposed improvements of the downtown section and the financing of same as herein outlined, will doubtless be decided upon by the City Council at an early date. It is recommended that thereafter the working out of the plan as adopted by the Council be placed in the hands of a special Improvement Commission, properly constituted and vested with all the powers necessary to carry the work to completion.

The data, plans and other material in the office of the Commission will be turned over in accordance with your instructions, not later than the 31st of March, 1929.

Respectfully Submitted,

H. H. WILLIAMS  
T. BRADSHAW  
E. L. COUSINS  
J. H. GUNDY  
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Toronto, March 9, 1929.