

## Designation of the Garden District Heritage Conservation District under Part V of the Ontario Heritage Act

**Date:** November 24, 2016

**To:** Toronto Preservation Board  
Toronto and East York Community Council

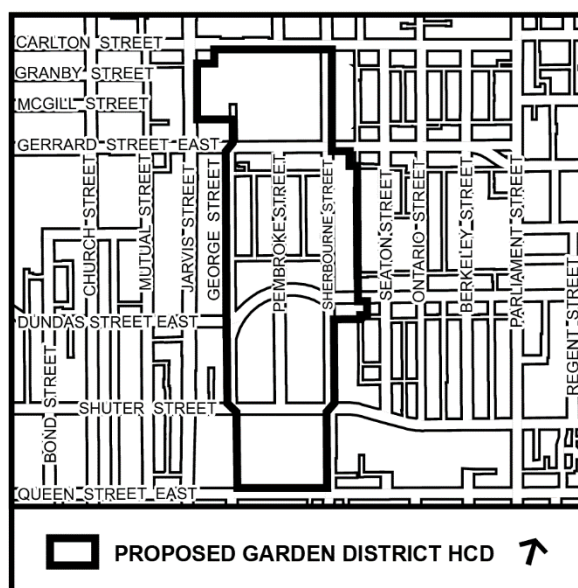
**From:** Chief Planner and Executive Director, City Planning Division

**Wards:** Ward 27 - Toronto Centre-Rosedale

### SUMMARY

This report recommends that City Council designate the area referred to as the Garden District, identified on the map to the right, as a Heritage Conservation District (HCD) and adopt an HCD Plan by by-law under Part V of the Ontario Heritage Act.

The study of Garden District for designation as an HCD was led by Heritage Preservation Services and its consultant, MHBC Planning Ltd. Heritage Preservation Services staff have drafted the HCD Plan to ensure it was prepared in accordance with provincial legislation and *Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference*.



### RECOMMENDATIONS

The Chief Planner and Executive Director, City Planning Division recommends that:

1. City Council, in accordance with Section 41 of the Ontario Heritage Act, designate by by-law the area shown on Attachment No. 1 to the report (November 24, 2016) from the Chief Planner and Executive Director, City Planning Division, as the Garden District Heritage Conservation District.

2. City Council adopt by by-law the Garden District Heritage Conservation District Plan, dated October 2016, as the district plan for Garden District Heritage Conservation District, attached as Attachment No. 5 to the report (November 24, 2016) from the Chief Planner and Executive Director, City Planning Division.
3. If there are any objections to the by-law under Section 41 of the Ontario Heritage Act, City Council direct the City Solicitor to appear before the Ontario Municipal Board to defend the by-law.
4. City Council direct the Chief Planner and Executive Director, City Planning to report to the Toronto Preservation Board and the Toronto and East York Community Council on the properties determined to be of cultural heritage value or interest and that were excluded from the Garden District HCD Plan for inclusion on the City of Toronto's Heritage Register.

## **FINANCIAL IMPACT**

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

## **DECISION HISTORY**

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On October 2, 3 and 4, 2012, City Council directed staff to initiate the Garden District Heritage Conservation District study as a result of the application of prioritization criteria. <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.PG17.12>

On July 17, 2014, the Toronto Preservation Board endorsed the Garden District Heritage Conservation District Study to proceed to district designation. <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.PB33.21>

The property at 160 Gerrard Street East containing Allan Gardens was listed on the former City of Toronto inaugural Inventory of Heritage Properties on June 20, 1973 and designated under Part IV, Section 29 of the Ontario Heritage Act on July 20, 1986 by By-Law No. 418-86.

At its meeting of September 28, 29, 30 and October 1, 2004, City Council approved amending of the designating By-Law to update the Reasons for Designation to include additional heritage resources, particularly the relocated University of Toronto Greenhouse that is now known as the Children's Conservatory. Subsequently at its meeting of October 2, 2012, City Council adopted amending By-Law No. 1091-2013 to revise the Reasons for Designation in accordance with the Ontario Heritage Act. <http://www.toronto.ca/legdocs/mmis/2012/te/bgrd/backgroundfile-49946.pdf>

On November 3, 2015, City Council endorsed the project scope for the George Street Revitalization as outlined in Attachment 1 to the report (October 5, 2015) from the Deputy City Manager, Cluster A and the Deputy City Manager and Chief Financial Officer.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.EX9.6>

## **COMMENTS**

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### **Legislative Framework**

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

The Planning Act and associated Provincial Policy Statement guide development in the Province and they include provincial interests regarding cultural heritage resources as described in the Provincial Policy Statement issued under the authority of Section 3 of the Planning Act. The Planning Act requires that all decisions affecting land use planning matters "shall be consistent with" the Provincial Policy Statement. The Provincial Policy Statement (PPS 2014) provides direction on matters of provincial interest related to land use planning and development, and promotes the provincial policy-led planning system.

The PPS 2014 provides policy direction on matters of provincial interest related to land use planning and development. The PPS 2014 sets the policy foundation for regulating the development and use of land. The key objectives include: building strong communities; wise use and management of resources; and, protecting public health and safety. City Council's planning decisions are required to be consistent with the PPS 2014.

PPS 2014, policy 2.6.1 reads "Significant built heritage resources and significant cultural heritage landscapes shall be conserved". Further, policy 2.6.3 reads "Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved." Significant built heritage resources is a defined term in the PPS 2014. Adjacent lands is also a defined term in the PPS 2014, meaning "those lands contiguous to a protected heritage property or as otherwise defined in the municipal official plan". Protected heritage property is a defined term in the PPS 2014 and includes "property designated under Parts IV, V or VI of the Ontario Heritage Act".

#### **Ontario Heritage Act**

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

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

The designation of a heritage conservation district does not preclude designation of individual properties under Part IV of the OHA, and the policies of the HCD Plan will continue to apply to Part IV designated properties.

Prior to designating a district, City Council must undertake an HCD Study to determine if the area merits designation, in accordance with the statutory requirements of the Ontario Heritage Act, and further, utilizing the criteria in Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference. Section 40 (2) of the OHA identifies the scope and statutory components of an HCD study. These include: an analysis of the character and appearance of the district; recommendations for the district's boundaries; recommendations for the objectives of the HCD Plan; and recommended changes to the Official Plan and municipal by-laws, including zoning by-laws.

Section 41.1 describes the requirements for the HCD Plan, including: a statement of objectives; a statement of district significance; a description of heritage attributes; policies, guidelines and procedures for achieving the stated objectives; and a description of alterations that may be undertaken by property owners without obtaining a heritage permit.

The designation of an HCD is accompanied by the adoption of an HCD Plan by by-law, as required by the Ontario Heritage Act. The HCD Plan, once adopted by City Council, and upon coming into force, will provide an effective heritage planning framework for the protection, conservation and management of the attributes and heritage resources of the Garden District HCD so that the area's historic significance, cultural heritage value, and character are protected in the long-term.

The Ontario Heritage Act prohibits the City from carrying out any work in the district, or passing any by-law, that is contrary to the objectives set out in the plan. In addition, in the event of a conflict between the HCD Plan and any municipal by-law, the plan prevails to the extent of the conflict.

Part V designation also gives property owners access to the City's heritage incentive programs to assist with eligible conservation work as outlined in the HCD Plan. In particular, the City's restructured Heritage Property Tax Rebate Program provides tax rebates for owners of eligible commercial property who undertake conservation and maintenance work.

## **Official Plan**

As stated in the City of Toronto's Official Plan, "Cultural heritage is an important component of sustainable development and place making. The preservation of our cultural heritage is essential to the character of this urban and liveable city that can

contribute to other social, cultural, economic and environmental goals of the City". Section 3.1.5 of the Official Plan provides the official plan policy framework for heritage conservation in the City. Policy 30 states that, "Potential Heritage Conservation Districts will be identified and evaluated to determine their significance and cultural heritage values, in a Heritage Conservation District study. Heritage Conservation Districts that have been evaluated to be significant for their cultural heritage value will be designated and conserved."

Amendment No. 82 to the Official Plan was adopted by Council on March 3, 2015 as Site and Area Specific Policy (SASP) 82, which developed as part of an inter-divisional revitalization strategy for the Downtown East area. The purpose of SASP 82 is to establish a policy framework that directs where growth can be accommodated, while providing protection for stable neighbourhoods and heritage resources; provision of additional affordable housing; and public realm enhancements. The Garden District HCD is contained within the boundaries of SASP 82. OPA 82 is under appeal in part at the Ontario Municipal Board and is not yet fully in force.

## **Background**

In 2013, Heritage Preservation Services (HPS), along with its consultant MHBC Planning Ltd., initiated an HCD study for Garden District. The Study, which was concluded in the summer of 2014, recommended that the area merited designation as an HCD on the basis of its historical, associative, physical, contextual, and social and community values. On July 17, 2014, the Toronto Preservation Board received a staff report and endorsed the HCD Study and its recommendations, including the recommendation to proceed with the development of a Plan for the Garden District HCD.

HPS initiated the plan phase for the Garden District HCD, engaging MHBC Planning Ltd. to prepare the HCD Plan. This phase of work included the development of the HCD Plan objectives, Statement of Cultural Heritage Value and HCD boundary, policy and guidelines, and community and stakeholder consultation. Following a November 16, 2015 community consultation meeting, HPS finalized the Garden District HCD Plan through inter-divisional coordination, including Parks, Forestry and Recreation, in order to strengthen the Statement of Cultural Heritage Value and HCD Boundary, resulting in the inclusion of Allan Gardens and Moss Park within the HCD. HPS staff also further refined the HCD Plan objectives and policies and guidelines.

This HCD Plan, while led by Heritage Preservation Services, was undertaken in collaboration with the Community Planning and Urban Design sections of City Planning. Staff from the Legal Services have also reviewed this Plan and have provided comments.

## **Community Consultation**

During the HCD Plan phase, a community consultation meeting was conducted on February 24, 2015 to gain community feedback on the structure and direction of the HCD Plan and its contents. Another community consultation meeting was held on November 16, 2015 in order to obtain community input on the draft Garden District HCD Plan. The policy approach and direction was presented and community feedback

assisted the team in identifying areas where the policies and guidelines required greater clarity. Additional stakeholder meetings were conducted in the two week period following the November 16, 2015 meeting. Individual community stakeholders were consulted throughout the project.

A draft of the Plan was released for public review and comment on October 31, 2016 for a period of 3 weeks ending on November 18, 2016.

These consultations resulted in further refinements to the Garden District HCD Plan for clarity and consistency with provincial legislation.

### **Cultural Heritage Value**

The Garden District HCD is a cultural heritage landscape that was planned in the mid-19th century as a residential enclave anchored by Allan Gardens to the north with the Moss Park estate lands that is an evolved district with a rich social history. The District has historic and associative value originating from the Anishnawbe lands and the 19th century Moss Park Estate lands owned by the Allan family. The contextual value of the District is established by the 1855 Moss Park Estate plan of subdivision and the resulting built form pattern and streetscape character. The design value of the Garden District is represented in the wide range of architectural styles found in the District including Gothic Revival, Second Empire, Bay and Gable, Italianate, Romanesque Revival, Queen Anne, Edwardian Classicism and vernacular design. The social and community value of the District lies in its historic role in providing community and social services in the city, many of them representing firsts for the city. See Attachment No. 2 for the full Statement of Cultural Heritage Value.

### **Proposed Boundary**

The proposed boundary for the Garden District HCD was refined from the boundary proposed in the HCD study, in consultation with Parks, Forestry and Recreation and the Moss Park Redevelopment project team.

The proposed HCD Plan area comprises Allan Gardens, Moss Park and the properties between the two public parks. The HCD Plan area is bounded by Carlton Street to the north, Sherbourne Street to the east, Queen Street East to the south and George Street on the west (with a jog along Jarvis Street, north of Gerrard Street, accounting for the Allan Gardens property boundaries). The boundary limits include the full right-of-ways on George Street and Sherbourne Street. Properties on the west side of George Street and on the east side of Sherbourne Street, south of the All-Saints Church-Community Centre, are not included within the boundary. See Attachment No.1 for a map of the HCD boundary.

### **Statement of Objectives**

The Ontario Heritage Act requires that HCD plans contain a statement of objectives to be achieved by designating the district. These objectives are an important link between the values identified in the Statement of Cultural Heritage Value and the policies which are intended to conserve those values of the District, including its heritage attributes.

The overall objective of the Garden District HCD Plan is the protection, conservation and management of its heritage attributes and contributing properties so that the

District's cultural heritage value is protected in the long-term. See Attachment No. 3 for the full Statement of Objectives, which identifies the HCD objectives that are linked to the identified values of the district.

### **Character Sub-Areas**

The Garden District HCD represents a cohesive, unified whole, consisting of character sub-areas - component parts with a distinct character and function that contribute to the District's overall cultural heritage value. In addition to the Plan's general policies, this Plan also contains policies for each character sub-area. The massing policies in Section 6.10 and Section 7.6, in particular, respond to the characteristics and function of each sub-area. Policies for Allan Gardens and Moss Park are found in Section 8. The character sub-areas are as follows:

- 1 - Allan Gardens
- 2 - Moss Park
- 3 - Pembroke Street
- 4 - Gerrard Street
- 5 - Shuter Street
- 6 - Dundas Street East
- 7 - George Street
- 8 - Sherbourne Street

### **Contributing and Non-Contributing Properties**

The HCD Plan identifies properties as "contributing" or "non-contributing". Contributing properties are those that support the identified significant cultural heritage values, character and integrity of the district. A multi-step process was used to determine the classification of properties as 'contributing' or 'non-contributing' in the Garden District. First, a review of the construction date of the property was undertaken. As noted in the Statement of Cultural Heritage Value, the significant periods of construction within the District are between 1855 and 1930. If a building was constructed within this date range, the form and typology were reviewed to determine if the architectural style and integrity warranted inclusion as a 'contributing' building. Buildings that fell outside of the periods of construction or buildings that have been heavily modified to the point where their architectural features/heritage attributes are no longer intact were classified as 'non-contributing'.

Development on non-contributing properties can potentially have an impact on the cultural heritage value and heritage attributes of the District. For this reason, the Plan contains policies to ensure that alterations, additions or new development on non-contributing properties enhance the heritage character of the District.

### **District Policies and Guidelines**

The Ontario Heritage Act requires an HCD plan to include "policy statements, guidelines and procedures for achieving the stated objectives and managing change" in the district. Consistent with the Act, the HCD Plan for the Garden District contains policies and guidelines that are intended to conserve and enhance the cultural heritage value and heritage attributes of the District. These policies and guidelines will inform decisions on alterations, new construction and demolition in the district. See Attachment No. 5 for the HCD Plan.

In the HCD Plan, policies describe what is required when undertaking work on a property within the District. Policies are required components of the designating by-law and are not discretionary, unless otherwise indicated. Guidelines provide suggested methods of satisfying associated policies, but do not carry the mandatory weight of policy. Guidelines recognize that there may be a variety of strategies that could satisfy any given policy.

#### **Part IV Designated Properties within the HCD Plan Boundary**

The Ontario Heritage Act ("the Act") allows a property to be designated individually under Part IV of the Act as well as included within an HCD designated under Part V of the Act. The designation of a heritage conservation district does not preclude designation of individual properties under Part IV of the OHA, and the policies of the HCD Plan will continue to apply to Part IV designated properties.

In the Garden District HCD, Part IV and Part V designations are intended to be mutually supportive. The Part V HCD designation conserves and enhances the cultural heritage value of the District as a whole, which pertain to District-wide heritage attributes such as the overall built form and streetscape character. The Part IV designations protect the cultural heritage value and heritage attributes of individual properties and can include attributes such as interior features and other detailed attributes that are unique to the property and may not be shared with other properties in the District (i.e the designed landscape attributes of Allan Gardens within the Garden District).

The policies and guidelines in the HCD Plan address the conservation of the heritage attributes of the District as a whole. Where there is a property with a Part IV designation, the cultural heritage value and heritage attributes identified in the Part IV designating by-law are to be conserved in addition to the requirements of this Plan.

#### **Policies and Guidelines for Contributing Properties**

The policies and guidelines for contributing properties conserve the District's heritage attributes. The City's Official Plan requires that properties on the Heritage Register be conserved and maintained consistent with the Standards and Guidelines, and this HCD Plan gives context-specific guidance on how to achieve that consistency. The conservation policies address a broad range of building elements, including entrances, windows, roofs and exterior walls.

The Plan also contains policies for additions to contributing properties, in order to ensure that they are sympathetic to the heritage attributes of the District. These policies identify appropriate setbacks and setbacks, which vary by character area; they are intended to be context-specific.

The Plan prohibits demolition of contributing properties, except in the case of a catastrophic loss and where losses were not the result of demolition by neglect, deferred maintenance or purposeful damage to the property.

Other policies address topics such as code compliance, front yard landscaping, and parking and circulation, which can have an impact on the integrity of contributing properties and the District.



### **Policies and Guidelines for Non-contributing Properties**

The policies and guidelines for non-contributing properties focus mainly on additions and new development. These policies require that new development in the District be complementary with its cultural heritage value and heritage attributes. Among other matters, the policies address massing, architectural treatment of new development (i.e. articulation and proportions), and front yard landscaping.

Buildings on non-contributing properties may be demolished, but only upon approval of a replacement building. The replacement building must conform to the policies and guidelines for non-contributing properties.

### **Policies and Guidelines for Parks and Public Realm**

These policies and guidelines address Allan Gardens and Moss Park, views, streetscape and laneways, and utilities and public works.

Policies and guidelines for Allan Gardens in particular address the conservation of the heritage attributes of the District as a whole, while acknowledging that the existing Part IV designation of the property ensures the protection of additional identified heritage attributes as an individual property.

### **Archaeology**

The City's Official Plan policies for archaeological resources apply for the Plan area. In addition, the HCD Plan identifies properties that are within areas of archaeological potential, and describes seven categories of work that may require an archaeological assessment, depending on the sensitivity of a particular area. Properties subject to the archaeology policies include both contributing and non-contributing resources.

These policies have been developed in accordance with the City of Toronto Archaeological Management Plan.

### **Procedures**

The Plan describes the heritage permit process, including categories of work for which no heritage permit is required, consistent with the Municipal Code.

The Plan identifies circumstances when a Heritage Impact Assessment will or may be required, for both contributing and non-contributing properties.

### **Recommendations**

Recommendations in the HCD Plan include the periodic review of the HCD Plan every 5-10 years, and updated as required; the creation of an HCD Advisory Committee to ensure ongoing community based feedback in the implementation of the HCD Plan and heritage permit process; and facilitation of heritage awareness within the District.

Additional recommendations relate to heritage interpretation opportunities in the District including: interpretive storytelling of indigenous heritage, commemoration of the historic Moss Park Creek, Moss Park estate house and 1855 plan of subdivision.

## **Incentives**

The City currently has two incentive programs for owners of contributing properties in the District. The Toronto Heritage Grant program will be available to eligible contributing properties in the District that are residential or institutional, providing matching funds for conservation work. The Heritage Property Tax Rebate Program provides tax rebates on a matching basis to eligible contributing properties that are commercial and industrial tax class, for approved maintenance and conservation work.

## **Properties excluded from the HCD Plan boundary**

A number of properties within the Garden District HCD study area were excluded in the refinement of the Garden HCD Plan boundary. In particular, properties oriented onto Jarvis Street and on the west side of George Street were excluded, due to their historic location on Park Lot 6 and are reflective of the built form pattern established by the mid-19th century plan of subdivision by prominent Toronto architect, John Howard. Although these properties were excluded because they did not contribute to the cultural heritage value of the Garden District HCD as a unified whole, these properties have been determined to have cultural heritage value and merit inclusion on the City's Heritage Register.

Properties on the Heritage Register will be conserved and maintained in accordance with Official Plan Heritage Policies and consistent with the Standards and Guidelines for the Conservation of Historic Places in Canada and inclusion on the City's Heritage Register would enable staff to monitor the sites. Under the Ontario Heritage Act, the owner of a property on the Heritage Register is required to give 60 days' notice of intention to demolish a building or structure.

## **Adjacency to the District**

The City's Official Plan policies for properties adjacent to a property on the heritage register apply.

## **George Street Revitalization**

The George Street Revitalization project is within the Garden District HCD Plan area. The project involves the redevelopment of the Seaton House at 295-349 George Street with a new institutional building to provide long-term care beds, assisted living beds, emergency shelter beds, affordable housing units and a community service hub. The project involves the restoration, integration and adaptive reuse of heritage buildings. The development site contains eight properties (295, 297, 301a, 303, 305, 309, 311 and 349 George Street) that are designated under Part IV of the Ontario Heritage Act.

## **Conclusion**

The Garden District HCD Plan meets the requirements of the Ontario Heritage Act and other provincial legislation, including all statutory requirements for notification, consultation, study and content.

The HCD Plan was undertaken collaboratively within the City Planning Division to ensure coordination with existing and emerging planning policy. Once adopted, the Plan will enable City Council to conserve the cultural heritage value and heritage attributes of

the Garden District and to manage and guide future change in accordance with the Official Plan and the Ontario Heritage Act.

City Planning staff recommend designation of the Garden District under Part V of the Ontario Heritage Act, including adoption by by-law of the Garden District HCD Plan. The proposed Garden District HCD has cultural heritage value as a cultural landscape and provides a framework to help conserve the character of this important neighbourhood for generations to come.

## **CONTACT**

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## **SIGNATURE**

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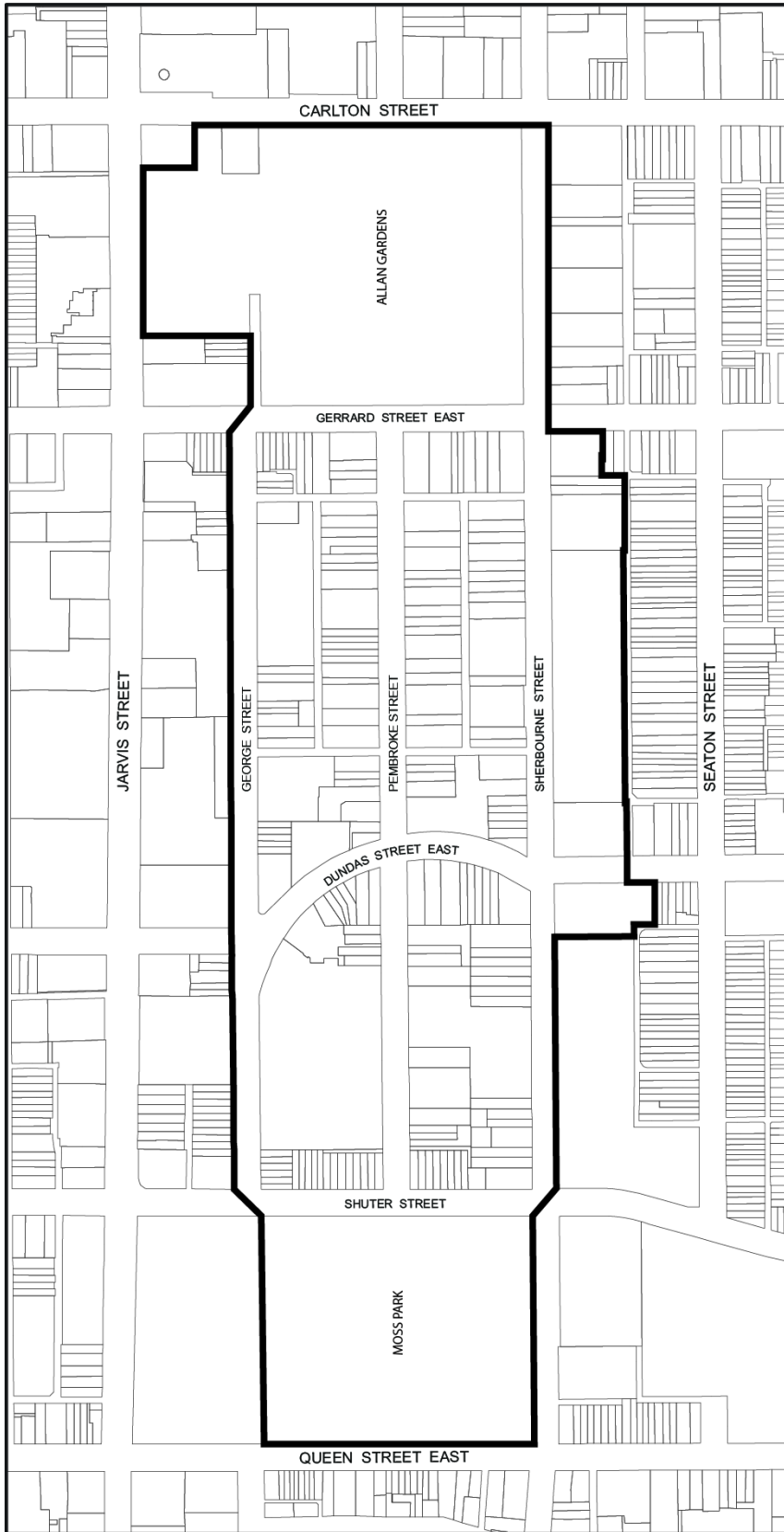
Jennifer Keesmaat, MES, MCIP, RPP  
Chief Planner and Executive Director  
City Planning Division

## **ATTACHMENTS**

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Attachment No. 1 – Garden District Heritage Conservation District – Boundary  
Attachment No. 2 – Statement of Cultural Heritage Value  
Attachment No. 3 – Statement of HCD Objectives  
Attachment No. 4 – Map of Contributing Properties  
Attachment No. 5 – Garden District Heritage Conservation District Plan

GARDEN DISTRICT HERITAGE CONSERVATION DISTRICT ATTACHMENT NO. 1  
BOUNDARY



Proposed Garden District  
Heritage Conservation District



 **Toronto**  
Proposed Boundary



### **Description of Historic Place**

The Garden District Heritage Conservation District (HCD) is located within Toronto's downtown east neighbourhood. The District is bounded by Carlton Street to the north, Queen Street East to the south, George Street to the west and Sherbourne Street to the east. The District is comprised of properties facing onto one or both sides of these streets, as well as onto Pembroke Street and Dundas Street East. The District is characterized as a residential neighbourhood bookended by two public parks: Allan Gardens to the north and Moss Park to the south. The Garden District HCD primarily contains late 19th and early 20th century residential properties. Dundas Street East, initially a residential street, contains many houses adaptively re-used for commercial use with some purpose-built commercial properties. Some institutional uses are also found in adaptively re-used residential properties with some purpose-built institutional buildings. The Garden District HCD displays a mix of buildings in varying architectural styles, as well as contemporary buildings, located within a defined street grid.

### **Statement of Cultural Heritage Value**

The Garden District HCD is valued as a cultural heritage landscape that was planned in the mid-19th century as a residential enclave anchored by Allan Gardens to the north with the Moss Park estate lands to the south. The Garden District is an evolved district that has a rich history of social inclusion.

The Garden District HCD has historic and associative value with the foundation of the neighbourhood built on Anishnawbe lands. The neighbourhood was laid out in 1855 when George William Allan subdivided the Moss Park Estate (the southern half of Park Lot 5), to the plans of surveyor John Ownsworth Browne. Informed by G. W. Allan's passion for English landscape traditions, the design intent for the subdivision was an upscale residential enclave situated between two landscapes – Allan Gardens, a formal landscaped garden to the north and a remnant portion of the picturesque Moss Park estate lands to the south. Prior to the 1855 plan of subdivision, the Moss Park Estate was laid out c1829 by Belgium-born, Brooklyn-based landscape designer, André Parmentier, with the Moss Park estate house situated within a 19th century picturesque landscape where Moss Park Creek, a tributary of Taddle Creek, once flowed through. Sherbourne Street had historically served as a laneway and access to the Moss Park estate house as early as 1819 and was once known as "Allan's Lane". In the 1855 plan, a curved road (Wilton Crescent) framed the remnant portions of the Moss Park estate lands in its picturesque setting, while accommodating the development of a residential neighbourhood to the north. Wilton Crescent evolved into a residential street then to an extension of Dundas Street East as a commercial thoroughfare. Today's Moss Park has evolved from 19th century picturesque estate lands to a neighbourhood community park with active, community and recreational uses. Today, the original design and historic relationship between Allan Gardens, which anchors the residential neighbourhood to the north, and Moss Park, connected by Pembroke Street as the central access, remains legible and intact in the Garden District.

Garden District has contextual value as part of the original Moss Park Estate lands. The 1855 lot pattern of the District represents the growth and development of the City in the

19th century, as a number of estates were subdivided according to the uncoordinated plans of individual landowners within the street grid established through a system of 100-acre park lots. A feature of the Garden District, arising from the 1855 plan of subdivision, includes the generous setbacks of residential buildings from the streets with soft-landscaped front yards. This complements the landscaped setting of Allan Gardens to the north and Moss Park to the south, with landscaped front yards and street tree canopy along the residential spine of the district, Pembroke Street, serving as the central access and green connection between the two parks. Laneways are also a notable feature within the Garden District, historically providing access to the rear of properties. Despite evidence of constant renewal and change, the District's historic pattern of street and laneway plan, front yard setbacks, building orientation, walkways and soft landscaped front yards is still largely intact.

The design value of the Garden District is represented in the wide range of architectural styles found in the District. The District is primarily composed of late 19th and early 20th century residential house-form buildings. A number of the residential buildings, particularly along Dundas and Gerrard streets have been adaptively re-used for commercial and institutional use. In addition, a number of purpose-built commercial buildings have been constructed along Dundas Street East. The District includes examples of various architectural styles, such as Gothic Revival, Second Empire, Bay and Gable, Italianate, Romanesque Revival, Queen Anne, Edwardian Classicism and vernacular design. The presence of different styles illustrates periodic waves of growth or redevelopment within the District between 1850 and 1930. After those decades, new construction slowed through the Great Depression in the 1930s and the World War II era. As a result, many of the original examples of architectural styles have been retained over time, contributing to the historic character of the neighbourhood. Although numerous architectural styles are evident in the District, most of the buildings share built form commonalities with respect to height, massing and plan that contribute to a sense of coherence within the District.

Another contributing factor to the cultural heritage value of the District involves its social and community significance. The District has played a historic role in providing community and social services in the city, many of them representing firsts for the city. Allan Gardens, originally part of the Moss Park Estate, is one of the earliest examples of private donorship to the City for public parks. George W. Allan donated the original 5-acre portion of the Gardens to the Toronto Horticultural Society in 1861 from his Moss Park Estate lands. The Toronto Horticultural Society, founded in 1834 and one of the earliest in Canada, transferred these lands to the City in 1888. Allan Gardens has continued to be a significant open space for civic, cultural and recreation pursuits in Toronto since it was first opened to the public.

The Toronto Boys' Home (demolished in 1958 and the current site of Seaton House) was the oldest social agency of its type in Ontario, founded in 1859 by a group of benevolent Protestant women for "the training and maintenance of destitute boys not convicted of crime" who were between the ages of 5 and 14. The Boys' Home drew other social institutions to the area, including the Salvation Army and the Fegan Boys' Home. The Allan School, opened in 1910 as part of the Boys' Home campus, is one of the surviving reminders of the strong commitment to social services in the Garden District since the 19th century. Sherbourne Lanes, a 1970s adaptive re-use project on

the east side of Sherbourne Street, south of Gerrard Street, is a public housing development and known as the first infill housing scheme to be constructed in the city. Constructed the year before the Ontario Heritage Act was enacted in 1975, Sherbourne Lanes marked a pivotal moment in the City's preservation movement and provided an alternative to the wide-spread demolition involved in mid-century urban renewal schemes.

The District continues to serve the community by way of a number of institutions focused on social goals. These include the All Saints Church-Community Centre, Seaton House, École Élémentaire Gabrielle-Roy and Miziwe Biik Aboriginal Employment and Training. First Nations community centres and First Nations artwork have prominent places in the District, reflecting the living heritage of people that lived on the land before the establishment of the Town of York, now the City of Toronto.

### **Heritage Attributes**

The cultural heritage value of the Garden District HCD is expressed by the following heritage attributes:

- The orientation of the residential neighbourhood situated between the open spaces of Allan Gardens to the north and Moss Park to the south;
- The remnant street and landscape patterns representative of the 1855 Moss Park Estate plan of subdivision including the curve in Dundas Street, laneways to the rear of properties, generous building setbacks, soft landscaped front-yards, orientation of buildings fronting to the street, and walkway connection between front entrances and the public street;
- The pre-dominant low-rise residential character of the District, including 2-3 storey single detached, row house, semi-detached and duplex house-form buildings in a variety of architectural styles from the 19th- and early-20th-centuries that demonstrate the periods of growth between 1850 and 1930;
- The collection of buildings representing a diversity of architectural styles, including (but not limited to) Second Empire, Bay and Gable, Gothic Revival, Italianate, Queen Anne, Romanesque, Edwardian Classicism, and vernacular, and architectural treatment of roofs, materials, windows, doors, entrances, porches, balconies, and storefronts.
- The soft-landscaped streetscape character of the District created by landscaped front-yards and street tree canopy;
- The Pembroke Street character sub-area, which functions as the low-scale, residential spine of the District, lined with landscaped front-yards and tree canopy, providing a central access and green connection between Allan Gardens and Moss Park;
- The Gerrard and Shuter streets character sub-areas, which function as edges to open spaces Allan Gardens and Moss Park respectively, with low-scale residential house-form buildings oriented towards the parks;

- The Dundas Street character sub-area, marked by a curved alignment that runs through the heart of the District, which illustrates the evolution of the street from a residential street to commercial thoroughfare, with a mix of adaptively re-used house-form buildings for commercial use, and some purpose-built commercial buildings;
- The George and Sherbourne streets character sub-areas that function as the east and west edges of the District with a primarily residential character.
- North-south views within the District terminating at Allan Gardens and Moss Park;
- The community support institutions that occupy adaptively-reused house-form buildings or purpose-built buildings throughout the District;
- The absence of front-yard parking and the absence of garages facing the street; and
- The archaeological resources in the District that provide evidence of both pre-contact and historic Euro-Canadian history, reflecting the evolution of Toronto.



## GARDEN DISTRICT HERITAGE CONSERVATION DISTRICT ATTACHMENT NO. 3 STATEMENT OF HCD OBJECTIVES

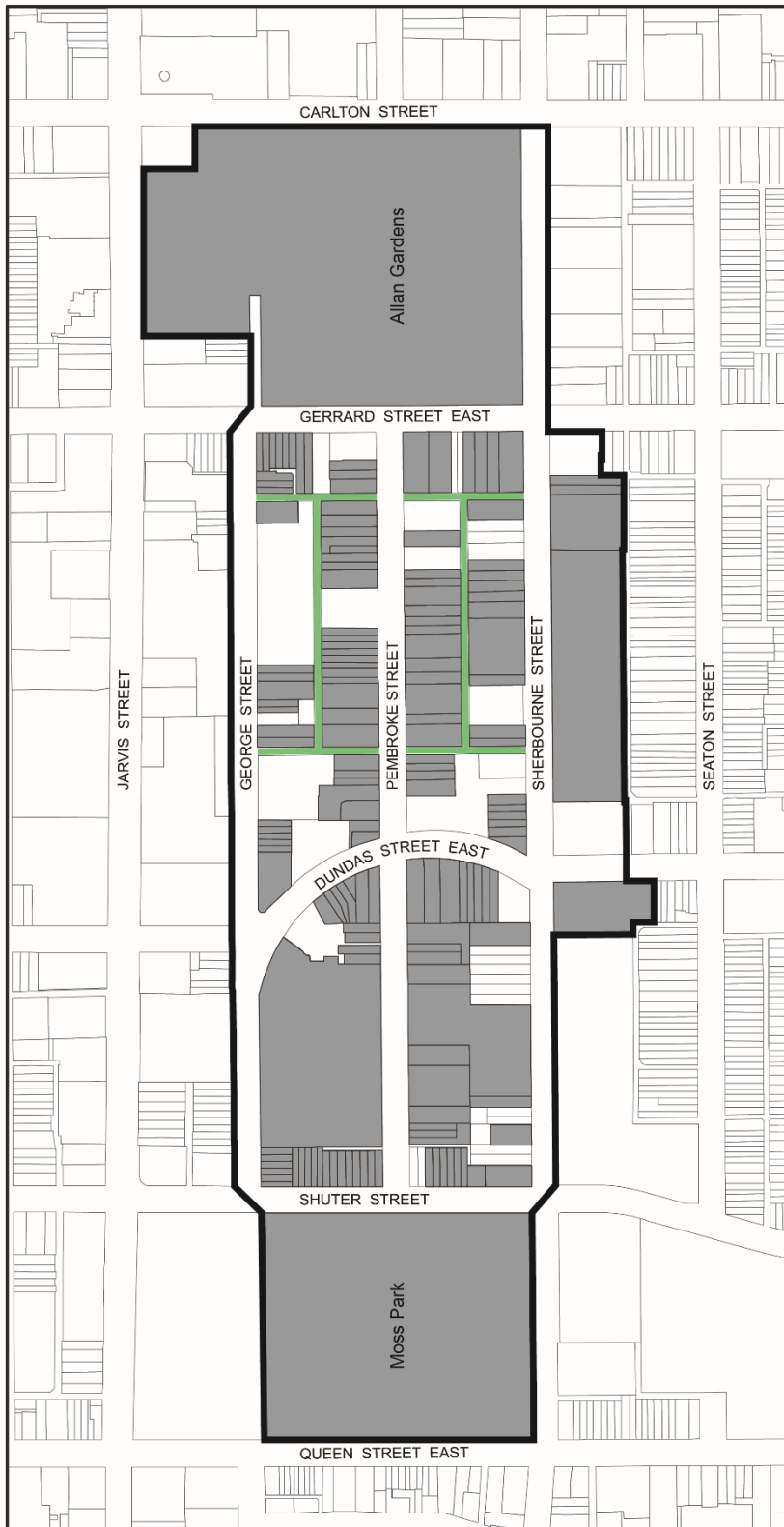
The overall objective of the Garden District HCD Plan is the protection, conservation and management of its heritage attributes and contributing properties so that the District's cultural heritage value is protected in the long-term. The cultural heritage value of the District consists of its historic, contextual, design, social and community values. The heritage attributes of the District include its built form, public realm and archaeological resources.

Specific objectives of this Plan are set out below. Although the following objectives are numbered, the numeric sequence does not establish a priority among the objectives.

1. Conserve, maintain, and enhance the cultural heritage value of the District as expressed through its heritage attributes, contributing properties, character sub-areas, public realm, and archaeological resources.
2. Conserve, maintain and enhance the overall soft-landscaped, residential streetscape character of the District with generous front yard setbacks and a collection of 2-3 storey house-form buildings displaying a range of architectural styles.
3. Conserve, maintain and enhance Garden District as a cultural heritage landscape in the City, as characterized by Allan Gardens, a designed-landscape anchor to the residential neighbourhood to the south, which has historic and physical connections to Moss Park as its southern landscaped terminus.
4. Conserve, maintain and enhance Pembroke Street as a green connection and central access between Allan Gardens and Moss Park.
5. Conserve the legibility of the District's period of significance, between 1850 to 1930, as expressed through the District's heritage attributes.
6. Conserve the physical form, scale and architectural features of the range of residential architectural styles of contributing properties found in the District, including (but not limited to) Second Empire, Bay and Gable, Gothic Revival, Italianate, Queen Anne, Romanesque, Edwardian, Classicism, and vernacular.
7. Conserve and enhance contributing properties, Part IV designated properties and listed properties.
8. Conserve the predominant scale and built form pattern in each character sub-area.
9. Ensure complementary alterations to contributing properties and prevent the removal of heritage attributes from contributing properties within the District.

10. Ensure that new development and additions conserve and enhance the cultural heritage value of the District in general, as well as the character sub-area in which it is located, particularly with respect to scale, public realm and the general pattern of the built form.
11. Ensure that archaeological resources are protected.
12. Encourage high quality architecture in the design of new development, additions and alterations that is complementary to the District's cultural heritage value.
13. Conserve and enhance views of contributing properties from the public realm, and specific views and vistas that contribute to an understanding of the District's cultural heritage value.
14. Conserve, support and enhance the social, cultural and community values of the District as a socially inclusive neighbourhood with a history of innovative community and social services.
15. Ensure development and alterations adjacent to the District conserve the District's cultural heritage value.
16. Honour and commemorate the area's Indigenous heritage.

GARDEN DISTRICT HERITAGE CONSERVATION DISTRICT ATTACHMENT NO. 4  
 MAP OF CONTRIBUTING PROPERTIES



**Toronto**  
 Contributing Properties

**Toronto**  
 Proposed Garden District  
 Heritage Conservation District



-  Proposed Plan Area
-  Contributing Properties
-  Laneways

GARDEN DISTRICT HERITAGE CONSERVATION DISTRICT ATTACHMENT NO. 5  
PLAN

The Garden District Heritage Conservation District Plan will be available prior to the Toronto Preservation Board Meeting on December 7, 2016.