

Proceeding from Study to Plan Phase for the Proposed Baby Point Heritage Conservation District

Date: June 28, 2018

To: Toronto Preservation Board

From: Director, Urban Design, City Planning Division

Wards: 13 - Parkdale-High Park

SUMMARY

This report recommends that the Toronto Preservation Board endorse City Planning's decision to proceed from the Study Phase to the Plan Phase of the proposed Baby Point Heritage Conservation District (HCD).

The Baby Point HCD Study included the survey, analysis and evaluation of a study area that included the neighbourhoods of Baby Point and Old Millside, as well as city-owned parks on the eastern banks of the Humber River north of Bloor Street West. The purpose of this report is to summarize the findings of the HCD Study and make recommendations for the creation of an HCD Plan for the Baby Point neighbourhood as shown on Attachment 1, to commence in 2019. In March 2015, City Council authorized and prioritized the Baby Point HCD Study. In March 2017, City staff, with a consultant team led by EVOQ Architecture, began a study of the potential for this area to be designated as an HCD under Part V of the Ontario Heritage Act. This study followed the Council-adopted *Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference*.

RECOMMENDATIONS

The Director, Urban Design, City Planning recommends that:

1. The Toronto Preservation Board receive for information the report dated June 28, 2018 from the Director, Urban Design, City Planning entitled Proceeding from Study to Plan Phase for the Proposed Baby Point Heritage Conservation District.
2. The Toronto Preservation Board endorse the preparation of the Baby Point Heritage Conservation District Plan, including any additional archaeological testing within City-owned lands as may be needed.

FINANCIAL IMPACT

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

DECISION HISTORY

On March 5, 6 and 7, 2012, City Council adopted the document titled "Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference" (January 2012) for the nomination, studying and planning of Heritage Conservation Districts in Toronto.

At the same meeting, City Council directed staff to develop a prioritization system to determine which potential heritage conservation districts should be undertaken first.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.PG11.5>

On May 13, 2014, Etobicoke York Community Council nominated the Baby Point Area for consideration as a Heritage Conservation District, requesting that the nomination be reviewed and that a study authorization report be brought forward and considered for prioritization should the area demonstrate sufficient cultural heritage value.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.EY33.39>

On March 31, 2015, City Council adopted the amended Council-approved prioritization system and criteria as shown in Attachments 1A-6A to the report February 3, 2015 from the Chief Planner and Executive Director, City Planning.

At the same meeting, City Council authorized the following areas for study as potential Heritage Conservation Districts: Baby Point, Bloor West Village, Cabbagetown Southwest, the Distillery District, and Kensington Market, and identified the areas shown in Attachments 2B-8B to the report (February 3, 2015) from the Chief Planner and Executive Director, as the Heritage Conservation District Study Areas for each authorized district.

At the same meeting, City Council directed the Chief Planner and Executive Director, City Planning, to initiate the study of Baby Point, Bloor West Village, Cabbagetown Southwest and Casa Loma districts in 2016, as a result of the application of the prioritization criteria.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.PG2.8>

COMMENTS

Legislative Framework

Planning Act and Provincial Policy Statement

The Planning Act and associated Provincial Policy Statement guides development in the Province. The Provincial Policy Statement states that the wise use and management of cultural heritage and archeological resources is a key provincial interest. Provincial

Policy Statement 2.6.1 reads "Significant built heritage resources and significant cultural heritage landscapes shall be conserved".

The Planning Act requires that all decisions affecting land use planning matters "shall be consistent with" the Provincial Policy Statement. Under Part 1 Section 2 (d) of the Planning Act, those responsible for carrying out activities under the Act shall have regard to "the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest".

Ontario Heritage Act

The Ontario Heritage Act (OHA) is the key piece of legislation for the conservation of heritage resources in Ontario. It regulates, among other things, how municipal councils can identify and protect heritage resources, including archaeological resources, within municipal boundaries. This is largely achieved through designation of individual properties under Part IV, or designation of HCDs under Part V. It can also be achieved through the registration of a Heritage Easement Agreement on title.

Part IV of the OHA enables municipalities to designate individual properties of cultural heritage value or interest. Designation under Part IV can ensure the conservation of heritage properties and their identified heritage attributes, and requires the receipt of permission from the municipal council to alter, demolish or remove a building or structure on the property.

Part V of the OHA empowers municipalities to designate any defined area as an HCD. Central to Part V designation is the adoption of an HCD plan, which enables municipal councils to conserve the district's heritage character through the application of policies and guidelines specific to the district.

Prior to designating an HCD, City Council must undertake an HCD study to determine if the area merits designation. Section 40 (2) of the OHA identifies the scope and required 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. This report summarizes the preliminary recommendations of the HCD study undertaken in accordance with the Ontario Heritage Act.

Growth Plan for the Greater Golden Horseshoe

The Growth Plan for the Greater Golden Horseshoe (2017) provides a strategic framework for managing growth in the Greater Golden Horseshoe (GGH) region. Section 4.2.7 of the Growth Plan states that cultural heritage resources will be conserved in order to foster a sense of place and benefit communities, particularly in strategic growth areas. Municipalities are directed to work with stakeholders, as well as First Nations and Metis communities, in development and implementing Official Plan policies and strategies for the identification, wise use and management of cultural heritage resources.

Like other provincial plans, the Growth Plan for the Greater Golden Horseshoe (2017) builds upon the policy foundation provided by the Provincial Policy Statement (2014)

and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise. All decisions by Council affecting land use planning matters are required by the Planning Act, to conform, or not conflict, as the case may be, with the Growth Plan.

Official Plan

The City of Toronto's Official Plan contains policies that seek to protect and manage cultural heritage resources, including significant buildings, properties, districts, landscapes and archaeological sites. The Official Plan recognizes the contribution of these resources to sustainable development and place making, and provides policies to guide their conservation and wise use.

Section 3.1.5, "Heritage Conservation," provides, amongst other matters, direction on the identification, study and evaluation of cultural heritage resources, including HCDs in Toronto. Policy 3.1.5.3 states that HCDs will be protected by being designated under the OHA. The Official Plan also provides direction on how HCD studies and plans will be conducted, and notes the protocols and provisions that will be included (3.1.5.30-1).

Baby Point HCD Study

Background

The area was nominated in March 2013 by the Baby Point Heritage Foundation. On May 12, 2014, Etobicoke York Community Council requested that the Acting Manager, Heritage Preservation Services, review the nomination and bring forward a study authorization report should the area demonstrate sufficient cultural heritage value. Staff brought forward an authorization report on March 31, 2015 to City Council recommending that Baby Point be prioritized for study due to the high degree of development activity, lack of existing heritage protections and the presence of the Baby Point Archaeologically Sensitive Area. Council authorized the report and directed City Planning to initiate the HCD Study in 2016.

Context

The Baby Point HCD Study Area includes two distinct neighbourhoods: Baby Point, generally located on a promontory at an oxbow in the Humber River, and Old Millside, located immediately south. The area is located west of Jane Street, north of Bloor Street West along the eastern banks of the Humber River. The area is primarily residential, and includes three city-owned parks, a private club and church.

Archaeology

The Study Area includes the Baby Point Archaeologically Sensitive Area (ASA), established as part of the City's overall Archaeological Management Plan in response to the history of archaeological finds at Baby Point, in particular those related to the occupation of Teiaiagon. Archaeologists have been documenting finds within the study area since the late 19th century, which have included stone gouges, burial pits, iron tomahawks and birdstones dating as far back as 6,000 BCE. In 1996 and 2006 burials were found during natural gas line work within the City right of way on two separate properties within Baby Point. In both cases the remains were those of women from the 17th century affiliated with the Seneca nation.

As part of the HCD Study, ASI Inc. conducted a field assessment of all properties within the Study Area and that are included in the ASA in order to refine an understanding of archaeological potential. This visual assessment of the level of visible land disturbance was conducted from the street, and did not include an assessment of land disturbance in non-visible rear or side yards. The assessment identified that 47 properties in Old Millside and 13 properties in Baby Point have had significant land modification, decreasing the probability of archaeological resources being found. The results of the field assessment will assist Staff and consultants by providing a more accurate understanding of where archaeological assessments may be required in advance of any alterations to the landscape. It will also inform and guide the development of the proposed Baby Point HCD Plan.

Existing Heritage Protections

The Study Area contains relatively few existing heritage protections, with only two properties on the City of Toronto's Heritage Register, and the Baby Point ASA. 1 Baby Point Road was built in 1911 for Robert Home Smith, the developer of the neighbourhood, and was listed on the Register in 1979. 68 Baby Point Road was built in 1926-27 for Conn Smythe, co-owner of the Toronto Maple Leafs hockey team and a leading figure in the construction of Maple Leaf Gardens (1931) and the Hockey Hall of Fame (1961-62). The property was designated under Part IV of the Ontario Heritage Act in 2018. HPS subsequently worked closely with the owner of 68 Baby Point Road to facilitate approval of alterations to the property.

History and Evolution

As part of the HCD Study process, research into the history and evolution of the Study Area was completed. This review provided a foundational understanding of the history of development within the Study Area, and contributed to subsequent analysis and evaluation. The Study Area has an extensive history dating from as early as 6000 BCE. It has been the site of seasonal and year-round occupation by Indigenous peoples, was the estate of a leading member of Upper Canada's Family Compact in the 19th century, and is one of Toronto's earliest and most comprehensively designed garden suburbs.

The Village of Teiaiagon, which translates to "it crosses the stream", was a village occupied in the mid to late 17th century by members of the Seneca Nation, who arrived on the north shore of Lake Ontario from their homelands in upstate New York. Teiaiagon was a strategic site along the Carrying Place Trail connecting Lake Ontario with Lake Simcoe and Georgian Bay to the north. The village is believed to have been established as a permanent settlement in 1673 and may have consisted of 20-30 longhouses with a population of 500-800. Following the departure of the Seneca from Southern Ontario in the 1680s, the village site was likely occupied by the Mississaugas, an Anishnaabeg people. Increased European settlement pressure through the 18th century resulted in the decline in use of the village site.

Baby Point was named after James (Jacques) Baby (1763-1833), a prominent French merchant and early resident of the Town of York. Baby was from a successful Detroit-based fur trading family, and aligned himself with the British following the American War of Independence. He was appointed Inspector General in 1815 and moved to York, acquiring 1500 acres of land along the Humber River that included in the study area. Baby constructed a residence within the study area west of Cashman Park, surrounded

by orchards and fruit-bearing trees. While in York Baby was instrumental in supporting the growing town's Franco-Catholic population, most notably providing the financing for St. Paul's Roman Catholic Church, which served as the seat of the Archdiocese until the construction of St. Michael's Cathedral in 1848. The Baby estate lands were inherited by his sons, and remained in the Baby family throughout the 19th century.

Baby Point owes much of its present-day character to Robert Home Smith, a lawyer and entrepreneur from Stratford who quietly purchased tracts of land along the Humber River with a vision of building residential suburbs situated in nature on the outskirts of the increasingly industrialized city. Home Smith was a proponent of the garden suburb movement, which sought to provide relief from the squalor and congestion of urban centres through design. Garden suburbs are often defined by curvilinear streets, houses designed in a range of period revival styles, large lots and the retention of the existing tree canopy, a valuation of private space and design restrictions intended to protect the neighbourhood's character for the long-term.

Construction in Baby Point began in 1913 and continued through the 1920s and into the 1930s. Prior to its development, Home Smith donated the land adjacent to the Humber River to the City to ensure public guardianship for future generations. He also set aside the lands upon which the Baby Point Club was built for community use, eventually conveying that land to the residents of Baby Point on the condition that it remain in use as a recreation ground. When the design restrictions imposed by Home Smith expired in 1941, residents petitioned the local government to adopt the restrictions by by-law, supporting the neighbourhood's designed character, guiding development in Baby Point through the latter half of the 20th century.

Built Form and Landscape Survey

A built form and landscape survey was undertaken to inventory each property within the Study Area, using the City of Toronto's standardized survey form and completed according to the *HCDs in Toronto*. Through the spring and summer of 2017 the consultant team undertook a survey of each property within the Study Area from the public realm. The survey recorded information including the number of storeys, building material, architectural style, and roof types, supplemented with photographs. The total number of properties surveyed was 355.

Character Analysis

An analysis of the study area's character was undertaken to understand the defining features of the Baby Point and Old Millside neighbourhoods, and to determine whether those features reflect and support an appreciation for the study area's periods of development. This analysis included the mapping of information collected through the built form and landscape survey, including dates of construction, architectural styles, building typologies and integrity. The analysis of this data enabled the consultant team to identify patterns and trends in the built form of the study area.

An analysis of dates of construction of existing houses was undertaken in order to determine whether portions of the study area primarily relate to specific periods of development. This revealed that approximately 80% of the existing houses in Baby Point were built from 1911 - 1934, with a peak of development in the latter half of the 1920s. In contrast, Old Millside was primarily developed between 1940 and 1980,

resulting in a greater diversity of architectural styles and building typologies. This period of development is reflected in the more regular placement of houses, which are generally on smaller lots and resulted in greater land disturbance than the construction of homes in Baby Point.

The Study Area includes a variety of early to mid-20th century architectural styles, interspersed with contemporary buildings which range from traditionalist to modern in style. The Baby Point neighbourhood is fairly consistent in style owing to the design regulations imposed by the Home Smith Company. Representative examples of the English Cottage / Tudor Revival style (34%) and the Colonial Revival style (35%) define the neighbourhood, common styles in garden suburb neighbourhoods from the early 20th century.

The Old Millside neighbourhood has a greater variety of architectural styles than Baby Point; this includes vernacular examples of Colonial Revival and English Cottage, as well as Minimal Traditional (15%). Unlike Baby Point, where building regulations required architect-designed plans be approved by the Home Smith Company, houses in Old Millside were not required to be designed by architects, contributing to its vernacular character.

Building typologies were identified within the study area in order to analyze the predominance and pattern of houses with common architectural form and massing. This includes an analysis of roof types, heights, and number of bays. The consultant team identified 5 distinct building typologies within the study area; the Baby Point neighbourhood has a predominance of 3-bay wide (45%) and multi-storey front gable (15%) houses. These typologies are associated with the Colonial Revival and English Cottage architectural styles. Old Millside does not have any predominant building typologies, instead including a representative range of all identified typologies.

Although a building might have been constructed during the Home Smith Building Period (1911-1941), it was important for the consultant team to confirm whether the building still retained sufficient integrity to communicate its value as representative of the design principles that guided the development of the Baby Point garden suburb. This was done by determining the extent of visible alterations to the original building as seen from the street, and the degree to which those alterations contribute to or detract from the building's integrity as a representative example of garden suburb residential design.

Planning Analysis

A thorough review of the existing planning framework within the study area was undertaken and analyzed against the area's prevailing heritage character identified through the character analysis. This was done in order to understand whether the existing planning controls support or detract from the heritage character, and to subsequently determine appropriate tools to resolve any conflicts.

The planning analysis identified that the existing planning framework in Baby Point applies design controls that may gradually erode the neighbourhood's heritage character. In particular, the current setback requirements state that a minimum setback will be the average of the setbacks of adjacent properties. This strict setback regulation

does account for the historic building-to-site configuration, and does not take into consideration factors that determined setbacks during the Home Smith Building Period, such as site lines, natural topography, and the broader streetscape. Overtime as properties are redeveloped, this setback requirement would result in the gradual erosion of front yard setbacks, which has been identified as a cause for concern given the area's garden suburb design which emphasized houses being situated in a park-like setting, and the valuation of private space. The analysis determined that the existing zoning is an ineffective tool to conserve Baby Point's heritage character, and recommended that alternative policy tools, such as an HCD, be explored.

Community and Stakeholder Consultation

The HCD Study process included 2 community consultation meetings and 5 Community Advisory Group (CAG) meetings. City Planning, in collaboration with Lura Consulting, a facilitator retained to assist with consultation, undertook public engagement in order to benefit from local expertise and receive community knowledge, views and ideas for consideration as part of the HCD Study. The CAG process provided the study team with an opportunity to vet information and ideas and incorporate potential revisions before bringing it to the broader community.

The first community consultation meeting was held on March 27, 2017 to introduce the HCD Study to the community, present an overview of the HCD Study process and receive feedback on the area's cultural heritage value. Feedback at the meeting included concerns regarding the nomination and authorization process, as well as the impact of HCD designation on property values and the development review process. Many members of the community noted that the Old Millside and Baby Point neighbourhoods are different from one another, and that Old Millside does not have the same character as Baby Point, as they were substantially developed at different times. In response to feedback received from local residents at the first community consultation meeting, City Planning agreed to create two CAGs: one for Baby Point and one for Old Millside.

Lura prepared Terms of Reference and application forms for the Baby Point and Old Millside CAGs, which were made available at the first community consultation meeting and on the project website. Members were selected from a list of applicants by Lura and City Planning, with an effort made to ensure membership included representatives with a variety of viewpoints and perspectives.

The first CAG meetings took place on June 26 and 27, 2017. At these meetings, City staff presented an overview of the HCD Study process and the consultant outlined research and survey work completed to date. CAG members were asked to describe what features of the neighbourhood they consider important and the types of changes they think contribute to or detract from the areas' character.

The second round of CAG meetings occurred on November 2 and 9, 2017. The study team presented draft findings from the research and analysis stage, as well as the draft evaluation. The Old Millside CAG generally supported the evaluation of their neighbourhood, and requested to be kept informed of any changes to the existing archaeological review process. The Baby Point CAG had differing opinions on their neighbourhood's evaluation; most members supported the analysis and identification of

heritage value, while others disagreed, and noted concerns that designation could have a negative effect on property values, and prevent owners from undertaking renovations to improve the sustainability of their homes.

A third CAG meeting was held on April 10, 2018 with the Baby Point group. At this meeting, the CAG was provided with the draft Statement of District Significance and heritage attributes. Materials and format of the second Community Consultation was also presented for discussion. Members provided feedback on the material to be presented at the second community consultation meeting, and were generally supportive of the open house format.

The second community consultation meeting was held on May 28, 2018 to present the consultant team's findings and solicit feedback from the broader community on the recommendations. This meeting was set-up as an open house format. The consultant team presented key findings of the draft HCD Study and their recommendations to proceed with preparing an HCD Plan for the Baby Point neighbourhood in order to gain feedback prior to the submission of the final Baby Point HCD Study. The open house format provided an opportunity for residents to express their perspectives and opinions, and to ask questions of City staff and the consultants. There was interest in the ability of the HCD to support the neighbourhood's character, and questions regarding the permit review process, impact on property values and next steps. Concerns were raised regarding the impact of designation on property values and permit processing time.

City Staff heard throughout the process questions and comments regarding First Nations and Metis interests in the HCD Study and the Baby Point neighbourhood, some of which reflected a lack of understanding of the continued importance of the area to Indigenous people. The HCD Study process will provide an opportunity to provide clarity and certainty on the long-standing and continued importance and value of the study area to Indigenous people.

Evaluation

Cultural Heritage Value

Following the analysis of the study area's present-day character, history and evolution the consultant team evaluated the area against the Criteria for the Determination of Cultural Heritage Value within a Heritage Conservation District, established in *Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference* and based on Ontario Regulation 9/06.

The evaluation determined that the Baby Point neighbourhood retains sufficient historical, associative, design, physical, contextual, social, community and natural value to warrant designation under Part V of the Ontario Heritage Act as a heritage conservation district. The area's historical and associative value relates to its direct associations with First Nations and Metis people as the site of seasonal and permanent settlement along the Toronto Carrying Place Trail, its ownership by James Baby and the Baby family, and its ability to demonstrate the ideas of Robert Home Smith.

Baby Point has design and physical value as it represents an important period in the western expansion of Toronto, with buildings and spatial organization that reflect garden suburb principles and the building restrictions established by the Home Smith Company.

This contributed to a high degree of craftsmanship within the district, much of which still exists.

The area's contextual value is seen in its present-day character and unique sense of place in contrast to its surroundings. Baby Point's buildings, streetscapes, and parks are interrelated by design, exemplifying garden suburb principles. The Baby Point Club and Humbercrest United Church further contribute to an appreciation of the local historic context, reflecting the tight-knit community of Baby Point that was established in the 1910s and 1920s. Located on a promontory overlooking the Humber River, with a ceremonial entrance at Jane Street demarcated by stone gates, Baby Point is a well-known and distinct landmark neighbourhood within the City of Toronto.

Baby Point's social and community values relate to its importance to indigenous communities who have used and occupied these lands for millennia. Lands along the Humber River were used as hunting and fishing grounds, and Baby Point's location atop a promontory and along the Toronto Carrying Place Trail was a strategic location to monitor those travelling through the watershed. Magwood and Etienne Brule Parks, along with the Humber River, are valued natural resources that form part of an interconnected park system connecting Lake Ontario northward to Highway 407. The parks were private land donated by Home Smith to the City for the enjoyment of local residents and to preserve the area's natural setting in the face of the City's western expansion.

The consultants further determined that the Baby Point neighbourhood displays a high level of visual, functional and historical coherence as a planned garden suburb with a visual consistency imposed through building restrictions. The district can be considered an authentic example of an early 20th century garden suburb as it has maintained its original character with few visible modifications to its original houses, and generally sympathetic alterations and additions.

Recommendations

Proposed Boundary

The proposed Baby Point HCD boundary includes the Baby Point neighbourhood, generally composed of properties facing Baby Point Road between Jane Street and Humbercrest Boulevard, and properties west of Humbercrest Boulevard on the promontory. It also includes properties on Humbercrest Boulevard north and south of Baby Point Road. The proposed boundary includes 220 properties, the majority of which are privately-owned single family houses, as well as 3 city-owned parks. The Old Millside neighbourhood is not being recommended for inclusion.

Statement of Objectives

Draft objectives have been prepared and organized based upon identified cultural heritage values to ensure the long-term conservation and enhancement of the area (Attachment 3). This includes general objectives that address the conservation of the Study Area's cultural heritage value and heritage attributes, and that ensure that new development conserves and contributes to the Study Area's character. These objectives may be revised and refined through the course of the HCD Plan.

The draft Statement of Objectives recommend that a Baby Point HCD Plan should conserve the neighbourhood's garden suburb character, the siting and orientation of houses, the soft landscaped front yards and mature tree canopy, the houses that date from the Home Smith Building Period of Significance, and its parks and natural landscapes. The HCD Plan should ensure the protection of the district's archaeological resources, and its value relating to its ancient and long-standing use by Indigenous peoples.

Statement of District Significance

The draft Statement of District Significance identifies and describes the Study Area's cultural heritage value (Attachment 2). The Statement of District Significance may be revised and refined through the course of the HCD Plan.

Heritage Attributes

Heritage attributes are the physical, spatial and material elements within the district that convey its heritage character and that should be conserved. These can range from physical and design features to overall spatial patterns that support an understanding of the district's cultural heritage value.

The draft list of heritage attributes has been organized based upon the associated cultural heritage values. The list includes features such as the historic Seneca village of Teiaiagon and its potential archaeological resources, the Baby Point Club, and the consistency of early 20th century architectural styles evident within the district. The list of heritage attributes is included in Attachment 2 and may be revised and refined through the course of the HCD Plan.

Contributing Properties

Properties within the proposed district were evaluated to determine whether they contribute to the area's identified cultural heritage value. Contributing properties are those that have design, historic and/or associative value and that support the neighbourhood's heritage character. Properties within the proposed district were identified as contributing if they satisfied the following criteria:

- constructed during the Home Smith Building Restrictions Period (1911-1941); and
- maintain their integrity and do not appear to have been significantly altered from the street

There are 174 contributing and 46 non-contributing properties in the proposed Baby Point HCD.

Next Steps

Should the Toronto Preservation Board endorse staff recommendations to proceed with developing an HCD Plan for the Baby Point neighbourhood, work on the HCD Plan will commence in early 2019. This will include community consultation, as well as the establishment of a community advisory group to solicit feedback. It is anticipated that an HCD Plan will take approximately one year to develop, after which the HCD Plan and designating by-law will be presented to the Toronto Preservation Board, Community Council and City Council.

CONCLUSION

The Baby Point HCD Study meets the requirements of the Ontario Heritage Act and other provincial legislation and municipal policies, including requirements for consultation, evaluation and content.

The HCD Study was undertaken collaboratively within the City Planning Division. Proceeding with the development of an HCD Plan will enable City Council to conserve the cultural heritage value and heritage attributes of the proposed Baby Point HCD and to manage and guide future change in accordance with the Official Plan and the Ontario Heritage Act.

City Planning staff have reviewed and support the findings and recommendations of the HCD Study, including the determination that the area qualifies for designation under Part V of the Ontario Heritage Act. It is therefore recommended that City Planning proceed with the preparation of the Baby Point HCD Plan. Additional stakeholder consultation, including community consultations and the establishment of a Community Advisory Group, will be undertaken during the Plan phase.

CONTACT

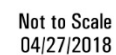
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SIGNATURE

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ATTACHMENTS

Attachment 1 – Baby Point Heritage Conservation District – Boundary
Attachment 2 – Baby Point Heritage Conservation District – Draft Statement of District Significance and Heritage Attributes
Attachment 3 – Baby Point Heritage Conservation District – Draft Statement of Objectives
Attachment 4 - Baby Point Heritage Conservation District Study



Statement of District Significance

Baby Point is a well-known picturesque residential enclave overlooking the Humber River that was designed and developed by the Toronto entrepreneur Robert Home Smith in the early 20th century according to garden suburb principles. It is the historic location of the village of Teiaiagon, and was subsequently the estate of James Baby. The neighbourhood is an excellent example of the combined work of nature and human activity, a harmonious landscape in which houses, gardens, streets and parks were sensitively integrated within the natural landscape and is one of Toronto's most comprehensively designed garden suburbs, retaining a high degree of authenticity and integrity. The neighbourhood includes Baby Point Road, Baby Point Crescent, L'Estrange Place, Baby Point Terrace, the west side Humbercrest Boulevard from Langmuir Gardens to Baby Point Road, and both sides of Humbercrest Boulevard from south of Baby Point Road to Langmuir Gardens. The area is bordered by the Old Millside neighbourhood to the south, Jane Street to the east, and the Warren Park neighbourhood to the north.

The neighbourhood is defined by a collection of predominantly 2 storey early 20th century houses situated on curvilinear streets in a park-like setting. It also includes a number of important institutions and landmarks, such as the Baby Point Club, Humbercrest United Church, Magwood, Etienne Brulé, and Cashman pars, and the vestige of the Toronto Carrying Trail. It is part of the Baby Point Archaeologically Sensitive Area, and has produced archaeological evidence of thousands of years of Indigenous use, including the 17th century village of Teiaiagon.

Baby Point's Cultural Heritage Value is based on its historical and associative importance as a permanent and seasonal settlement for a variety of indigenous communities; its association with the prominent French Canadian and member of the Family Compact James Baby and the prominent developer Robert Home Smith, and its design and physical value as an excellent representation of an early and comprehensively designed garden suburb.

Baby Point's historical and associative values are derived from significant events that occurred within the neighbourhood, and individuals who have had a significant impact upon its present-day character. Baby Point has a long history of Indigenous settlement and seasonal use dating back to at least 6000 BCE and documented during archaeological excavations, including the discovery of burial sites associated with the village of Teiaiagon, one of the few known permanent settlements located in the present-day City of Toronto. The area's name is derived from its association with James Bay, a prominent French-Canadian member of the "Family Compact" of Upper Canada whose family owned the land for over a century and who built a recreational house on the southern slopes of the promontory surrounded by orchards. Baby Point owes much of its picturesque character and natural landscape to Robert Home Smith, a prominent Toronto developer and businessman who purchased Baby Point in the early 20th century in order to develop a bucolic garden suburb for the growing city's upper middle class.

The district has historic value as an early and representative example of a garden suburb in Toronto, an urban planning method that was popularized as a reaction against growing industrial cities and facilitated through transportation improvements that allowed the mobile upper middle class to live outside the urban centre. The bucolic nature of Baby Point's setting overlooking the Humber River and its period revival homes that reflect an earlier time period aimed to provide a counter measure to Victorian urban industrialized life. While marketed as being "A bit of England, far from England", Baby Point and the garden suburb movement are more closely related to North American precedents, including Llewellyn Park (New Jersey), Riverside (Illinois), Lawrence Park (Toronto) and Forest Hills Gardens (NY).

Baby Point is a rare example of a planned garden suburb in Toronto, and reflects an important part of the narrative of urban residential development in the early 20th century. The neighbourhood is a well-known area admired for the quality of its architecture, picturesque streetscapes, unique geography and setting overlooking the Humber River, and the high integrity of its houses that date from the initial period of development.

The district's design and physical values stem from the significant intact collection of early 20th century residential buildings that reflect the popular revival styles that were built as part of the planned garden suburb of Baby Point, which was itself part of the larger Humber Valley Surveys, a collection of garden suburb neighbourhoods along the Humber River. The design and placement of the homes reflect the regulations established by the Home Smith Company that dictated their style, materials and siting to preserve the neighbourhood's picturesque and bucolic character. The overall scale of the district is defined by a predominance of 2 to 2.5 storey houses, with more modestly sized houses on Baby Point Road between Jane Street and Humbercrest Boulevard, and larger houses on the promontory. The district has a unique layout and spatial organization consisting of a straight road (Baby Point Road) leading in from Jane Street and which subsequently splits into curvilinear streets west of Humbercrest Boulevard, reinforcing a perception of a transition in to nature and reflecting garden suburb design principles.

Houses in Baby Point were designed in architectural styles reflective of trends in early 20th century upper-middle class housing, and are primarily English Cottage (with Tudor influence) and Colonial Revival (with Georgian and Edwardian influence) in style. The material palette imposed by the restrictions remains the predominant one in the neighbourhood: the majority houses are constructed of or clad with brick, stone and concrete (stucco), and many of the later additions and infill housing continue to incorporate these materials.

The district's contextual value as a designed garden suburb is reflected in its homes that date from the Home Smith Building Period (1911-1941), during which design restrictions were put in place to advance garden suburb principles and protect the character of the neighbourhood. These restrictions ensured the construction of single family homes built of high quality material and the conservation of the area's park-like setting. The neighbourhood's early residential development as a garden suburb remains evident today, with many homes in their original condition or with complementary

renovations. Architectural styles that predominant include English Cottage and Colonial Revival, with many houses retaining original features or having been sensitively replaced. The streetscape of Baby Point as envisioned by Robert Home Smith remains as well, with curvilinear streets that follow the promontory's natural topography as defined in the Humber Valley Survey, a mature tree canopy and the adjacent parks and river valley. The neighbourhood's context is further defined by the Baby Point Gates, which mark a physical and symbolic transition from the commercial stretch of Jane Street into the residential neighbourhood

Important landmarks, parks and gathering places contribute to the heritage character and identity of Bay Point. These anchors help reinforce the contextual values by creating a strong sense of place interlinked through history and use. They include the Baby Point Club and Humbercrest United Church that have long served the community, as well as the park system that defines the area and gives it a distinct identity: Magwood, Etienne Brulé and Cashman parks and the Humber River.

The area also retains social and community value for Indigenous communities due to its long history of occupation and settlement, and the archaeological finds that have occurred within the neighbourhood. The deliberate siting of houses in Bay Point and limited excavation that was permitted during their construction resulted in a landscape with minimal disturbance and which has archaeological potential relating to centuries of known indigenous use and settlement, including the village of Teiaiagon, as well as later occupation by French explorers and the Baby family.

Baby Point's natural value is defined by its park-like setting, supported by and reflected in the large front yard setback of houses from the street, the siting of houses that were positioned so as to preserve the mature tree canopy and natural topography, surrounding parks and the Humber River.

Heritage Attributes

Historical and Associative Attributes

- the plan of the neighbourhood which exemplifies garden suburb design principles as envisioned by Robert Home Smith
- The Baby Point Archaeologically Sensitive Area, associated with the district's ancient Indigenous and later European uses
- The historic Indigenous village of Teiaiagon and its potential archaeological remains

Contextual, Social and Community Attributes

- The district's historically strategic location atop a promontory adjacent to and overlooking the Humber River
- The Baby Point Gates, which mark a formal entrance into the neighbourhood from Jane Street
- 1 Baby Point Road, the former residence of Robert Home Smith and one of the neighbourhood's first houses
- The Baby Point Club, a community and social hub founded by the neighbourhood's early residents
- Humbercrest United Church, an important neighbourhood institution and community landmark

Design and Physical Attributes

- The curvilinear street pattern, that follows and reflects the natural topography
- The undulating pattern of houses that are sited and setback from the road, resulting in large landscaped yards and contributing to a park-like setting
- The predominantly low-rise scale of houses, generally 2-2.5 storeys tall
- The general use of brick, stone and stucco
- The consistency of early 20th century architectural styles, namely English Cottage (with Tudor influence) and Colonial Revival (with Georgian and Edwardian influence)

Natural Attributes

- Magwood, Etienne Brule and Cashman Parks, and the Humber River - a designated Canadian Heritage River - which provide a green edge to the neighbourhood
- The landscaped front yards, with deep setbacks and extensive soft landscaping
- The extensive and mature tree canopy, much of which predates the neighbourhood's residential development and was purposefully conserved

1. Conserve, maintain and enhance the cultural heritage values of the District as expressed through its heritage attributes, contributing properties, public realm and archaeological resources.
2. Conserve and enhance the legibility of the District's Home Smith era period of significance expressed through its built form, streetscape and public realm and reflecting its development as a planned garden suburb.
3. Conserve and enhance the District's Part IV designated and listed properties.
4. Conserve the rhythm and siting of houses, including their front yard setbacks.
5. Ensure complementary alterations to contributing properties and prevent the removal of heritage attributes within the District.
6. Ensure that new development and additions conserve and enhance the cultural heritage values of the District particularly with respect to the historic scale, form, massing and materials of its contributing properties, streetscape and public realm.
7. Encourage high quality architecture in the design of new development and additions that is complementary to the District's cultural heritage value.
8. Ensure harmony of old and new materials and architectural features, including material type, colours, scale, finishes and details.
9. Ensure that the District's archaeological resources are protected.
10. Conserve and enhance the District's garden suburb character, particularly in respect to its natural setting, including its tree canopy and landscaped front yards with extensive gardens and softscaping.
11. Conserve and enhance the parks and open spaces within the District that support its bucolic residential and natural character and reflect its design as a garden suburb.
12. Conserve and enhance the gateways into the District.
13. Conserve, support and enhance the social, cultural and community values of the District, including its value to Indigenous peoples.
14. Ensure that development and alterations adjacent to the District conserve its cultural heritage value.

Attachment 4 will be made available prior to the Toronto Preservation Board Meeting.