

Proceeding from Study to Plan Phase for the Proposed Cabbagetown Southwest Heritage Conservation District

Date: June 6, 2019

To: Toronto Preservation Board

From: Senior Manager, Heritage Preservation Services, Urban Design, City Planning

Wards: Ward 13 - Toronto Centre

SUMMARY

This report summarizes the findings of the Cabbagetown Southwest Heritage Conservation District (HCD) study and recommends that the Toronto Preservation Board endorse City Planning's decision to proceed from the Study Phase to the Plan Phase for the proposed Cabbagetown Southwest HCD for the portion of the neighbourhood generally bound by Sherbourne Street, Carlton Street, Parliament Street and Shuter Street as shown on Attachment 1: Proposed Cabbagetown Southwest HCD Boundary.

In June 2018, 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. The Cabbagetown Southwest HCD Study included the survey, analysis and evaluation of the Cabbagetown South neighbourhood and solicited feedback from a Community Advisory Group and the community.

RECOMMENDATIONS

The Senior Manager, Heritage Preservation Services, Urban Design, City Planning recommends that:

1. The Toronto Preservation Board receive for information the report dated June 6, 2019 from the Senior Manager, Heritage Preservation Services, Urban Design, City Planning, titled Proceeding from Study to Plan Phase for the Proposed Cabbagetown Southwest Heritage Conservation District.
2. The Toronto Preservation Board endorse the preparation of the Cabbagetown Southwest Heritage Conservation District Plan.

3. The Toronto Preservation Board endorse the research and evaluation of properties identified in Attachment 4 of this report and report back on their potential for inclusion on the Heritage Register.

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, Toronto and East York Community Council nominated the Cabbagetown Southwest 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.TE32.83>

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

The HCD study completed in May 2019 followed the Council-adopted *Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference*, as well as applicable provincial regulations and guidance.

Legislative Framework

Planning Act and Provincial Policy Statement

The Planning Act and Provincial Policy Statement (PPS) 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 enables municipalities to designate a defined area as an HCD. Part V designation requires the adoption of an HCD plan for each area designated, in order to guide municipal decision making in order 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 where necessary. 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 (2019) 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 Métis communities, in developing 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 (2019) 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).

Cabbagetown Southwest HCD Study

Background

On May 13, 2014, Toronto and East York Community Council requested that the Acting Manager, Heritage Preservation Services, review the nomination for the Cabbagetown Southwest neighbourhood 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 the area be prioritized for study. Council authorized the report and directed City Planning to initiate the HCD study in 2016.

Context

Cabbagetown Southwest is located within the Downtown East area of Toronto, adjacent to the Garden District, Moss Park, Regent Park, and the greater Cabbagetown neighbourhoods. It is a primarily residential neighbourhood, with long north-south streets of primarily semi-detached and rowhouses, intersected by arterial mixed-use streets with a more varied streetscape. Its character is reflective of the period of rapid growth experienced in Toronto in the mid to late 19th century, and it retains a representative collection of finely crafted brick homes on tree-lined streets.

Archaeology

Two rows of properties within the study area are identified in the City of Toronto's Archaeological Management Plan (AMP) as having archaeological potential - 246-254 Berkeley Street, and 255-273 Milan Street. This was determined based on their vacant status as of 2000; however, their subsequent development between 2000 and 2002 resulted in the removal of any archaeological potential. The AMP will be updated to reflect this.

Existing Heritage Protections

The study area contains forty-four listed properties and nine Part IV designated properties. This includes contiguous rows of houses on the east and west sides of Berkeley Street, south of Carlton, and 77 Seaton Street, built in 1856 and one of the first houses built in the area.

History and Evolution

Cabbagetown Southwest is an established downtown neighbourhood defined by rows of Victorian and bay-and-gable houses that predominantly date from the mid-19th to early-20th century. The study area is part of the greater Cabbagetown neighbourhood, the boundaries of which have evolved over time but generally refer to the residential neighbourhoods east of Sherbourne to the Don River and south of Wellesley to Shuter Street, excluding Regent Park. The study area's historic character and sense of place are derived from its uniform streetscapes with a consistent architectural vocabulary that reflects its late 19th century development as a suburb of the growing city.

The study area is located northeast of the original Town of York, comprising park lots 3 and 4 north of Queen Street between Sherbourne and Parliament Streets. Beginning in the 1860s and through to the early 1880s these park lots were subdivided for speculative development and sold to small-scale developers, who began constructing rows of bay-and-gable and cottage style houses, responding to the massive population growth Toronto was experiencing during that decade. By the end of the 1880s, the study area was largely built out and had assumed its present-day residential character, with some commercial development along Gerrard Street East.

Institutional development coincided with this initial period of construction, with religious denominations and charitable organizations establishing themselves within and adjacent to Cabbagetown Southwest. While no churches were built within the study area, it was well served by a variety of denominational churches along Parliament and

Sherbourne Streets. Early charitable institutions included The Haven (later Seaton House), founded in 1878 and relocated to Seaton Street south of Carlton Street in 1882 to provide assistance to women; Central Neighbourhood House, founded in 1911 and Toronto's second oldest settlement house; and the Girls' Home and Lee School (1867 and 1909), located on Gerrard Street East at Ontario Street. These institutions, along with others, served the broader community through the 19th and 20th centuries, with some continuing to operate in the neighbourhood today.

As the geography of middle-class residential neighbourhoods evolved and moved outwards from the central city in the early decades of the 20th century, the study area began to experience a change in demographics, coupled with the gradual introduction of light industrial and manufacturing uses that were spreading from the St. Lawrence neighbourhood to the south. Many houses were subdivided, while others, particularly south of Dundas Street East, were demolished and replaced with commercial and manufacturing buildings. This trend continued through the post-war period, and coincided with widespread disinvestment in downtown neighbourhoods and their older housing stock.

Beginning in the 1970s and continuing through the turn of the 21st century the study area and greater Cabbagetown neighbourhood attracted renewed interest, valued for its historic character, proximity to downtown and strong community network. Community organizations rallied in opposition to urban renewal programs, having seen the sweeping demolition of Regent Park a decade prior and its apparent failures. Residents organized to not only ward off these campaigns, but to advocate for community safety, inform contextual infill development and build an appreciation for the area's heritage homes.

The neighbourhood's proximity to the Church-Wellesley Village, as well as cultural institutions including the National Ballet School and the CBC on Jarvis Street, attracted members of the LGBTQ+ and creative communities. The revitalization of Cabbagetown is often credited in part to Darrell Kent, a real estate agent who spearheaded the restoration of Cabbagetown through example, and marketed the area as an urban and diverse neighbourhood with a unique housing stock welcoming to the LGBTQ+ community. The Body Politic and Glad Day Bookshop were briefly located in a house on Seaton Street in the 1970s, during which time the Canadian Lesbian Gay Archives was founded, prior to their relocating north to Carlton Street and later to Yonge Street.

Little change has occurred within Cabbagetown Southwest since the mid to late 20th century; it continues to be a primarily residential neighbourhood, with stable tree-lined streets of Victorian-era homes bisected by arterial roads. Its present-day character reflects its history of suburban development, industrialization, decline and renewal. It contributes to downtown Toronto's rich tapestry of neighbourhoods, and is home to a diverse community that is involved, informed and passionate about the neighbourhood.

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 *HCDs in Toronto*. Through the summer and fall of 2018, the consultant

team undertook a survey of each property from the public realm. The survey recorded information including each property's height, cladding material, architectural style, and roof types, supplemented with photographs. The total number of properties surveyed was seven hundred and fifty. Information was organized within a database to assist in subsequent analysis, and to serve as a record of the area's built form at the time of the study.

Character Analysis

An analysis of the study area's character was undertaken to understand the defining features of Cabbagetown Southwest, 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.

Cabbagetown Southwest was primarily developed between 1880 and 1899; by 1900, 65% or approximately four hundred and ninety of the existing buildings within the neighbourhood had been constructed. Residential development came to a near standstill following World War I, and by the 1930s and 40s, industry was replacing blocks of workers houses in the south end of the neighbourhood, north of Shuter Street. The area saw a resurgence of residential construction in the 1970s and 80s, coinciding with increased investment within the downtown core, and primarily replacing the light industrial buildings that were built forty years prior.

As a primarily residential neighbourhood, Cabbagetown Southwest has little variation in the height of its buildings. Approximately 70% of its buildings are between two to three storeys, and can be found on all of the study area's streets. There are some variations, with small one-and-a-half-storey cottages, particularly on Ontario and Seaton Streets, as well as three-and-a-half-storey contemporary townhouses on Poulett and Milan Streets. Taller buildings - up to seven storeys - are scattered throughout the area, and may or may not contribute to its character, depending on their period of construction and context.

The HCD study included a built form analysis, which looked at the proximity of buildings to one another and their spatial relationships in order to inform an overall understanding of the streetscapes and area character. This analysis identified three built form typologies - row, abutting, and detached. Row housing, constituting 50% of buildings in the area, refers to houses that are part of a larger series of attached homes built at one time by a single developer and of a similar, repetitive, or identical design. Abutting homes are generally semi-detached, sharing a party wall but not necessarily an identical design, and constitute 40% of area homes. Detached refers to free-standing homes, and make-up the remaining 10% of properties. These houses are primarily located on Berkeley Street, north of Gerrard Street East, and Ontario Street between Gerrard Street East and Ontario Street.

As a neighbourhood primarily constructed during the mid to late 19th century, Cabbagetown Southwest is largely defined by architectural styles prevalent during that

period, including a variety of revival styles as well as more vernacular interpretations. For the purposes of this study, the late 19th century vernacular interpretations have been categorized as "Victorian", which has been used to refer to houses that incorporate multiple stylistic elements, most commonly Gothic Revival, Italianate, Romanesque Revival and Queen Anne Revival (40% of houses). The next most common styles are Second Empire (8%), which is primarily confined to Gerrard Street East and Seaton Street, and Edwardian (8%), representing the tail-end of the primary period of development. The neighbourhood contains representative examples of a variety of 20th century architectural styles, however these do not necessarily contribute to its overall character.

A defining characteristic of the neighbourhood are its laneways, which reflect the original period of subdivision and are an important circulation feature of Cabbagetown Southwest. Within these laneways are a variety of structures, including garages, historic coach houses and outbuildings, and potentially historic but over-clad buildings. Additional research is required to determine whether any of the historic coach houses or over-clad buildings have heritage value, and should be conserved. This will be done as part of the HCD plan process.

Following the analysis of the massing, roof type, height and form of houses within the neighbourhood, the study identifies prevailing building typologies. This exercise distills the information collected through the survey, and assists in identifying patterns and trends at the district level. The prevailing typology within the area is the bay-and-gable (37%), followed by side gables (16%) and Ontario cottages (5%). These three typologies are characteristic of late 19th century subdivision development in Toronto, and are compatible with one another in conveying a distinct character and sense of place within Cabbagetown Southwest. While architecturally distinct, they share common features and employ architectural styles interchangeably, contributing to the neighbourhood's overall cohesiveness.

In spite of the high density of houses within Cabbagetown Southwest and their close proximity to one another, the neighbourhood has a generous landscape character that is supported by a mature tree canopy, front yards and permeability. A majority of houses have front yard green space, except for those on the arterial streets and infill housing on Milan and Poulett Streets. Fences are another common landscape feature, with variation in materiality and height - while not with historical precedent, many of the fences are complementary to the overall character, however there are instances where large, impermeable fences have been constructed in response to safety concerns that reduce visibility of homes and diminish the pedestrian experience.

The character analysis identified two gateways and one vista that help to define the area's character and sense of place. Anniversary Park was identified as a significant demarcating point that serves to mark a transition from the higher density Regent Park neighbourhood into Cabbagetown Southwest, while providing an expansive view west on Gerrard Street East through the neighbourhood. The intersection of Shuter Street and Seaton Street, on approach from Sherbourne Street, likewise serves to illustrate a contrast and transition in space from the high-rise neighbourhood of Moss Park to the low-rise Cabbagetown Southwest neighbourhood. The vista of Berkeley Street looking north from Gerrard Street East was identified due to its high degree of consistency on

either side of the street and the T-intersection of Berkeley Street at Carlton Street to the north, creating a sense of enclosure and a defined space.

Following the mapping of dates of construction, typologies and uses, the consultant team identified character areas, or parts of the study area where consistency exists and is evidenced through its buildings and landscape. Similarities may be noted in the dates of construction, stylistic influences, massing and materials of properties within the area.

The four character areas are:

- Principal Residential Area
- Commercial Area
- Berkeley Area of Interest
- Area of Urban Redevelopment

The study summarizes the periods of significance associated with each character area, as well as the built form, streetscape and landscape features that define the area. The identification of character areas assists in understanding the neighbourhood's overall heritage character, and can help inform appropriate policies should an HCD plan be prepared for the neighbourhood.

The conclusion of the character analysis phase of the project identifies the area's typology, and provides a high level description of its heritage character. Cabbagetown Southwest is determined to have two typologies: the Principal Residential and Berkeley Area of Interest character areas that are evolved static (relic) districts, which recognizes that the neighbourhood's evolutionary process has slowed and/or is stable, and there is little in the way of visible change occurring as many of the buildings retaining their historic character. The Commercial Area, in contrast, is an evolved dynamic (evolving) district, which reflects that it is in a state of growth and change, with changes occurring in its built form and overall fabric.

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 completed by Urban Strategies Inc. describes the planning framework for the neighbourhood, and the differences between the residential and mixed use areas. It includes a description of the different zoning allowances, which identifies what may be permitted in the case of alterations, additions and new construction. It proceeds to analyze the zoning allowances alongside the prevailing character identified through the built form survey and character analysis, in order to identify if there are any conflicts or inconsistencies.

This analysis determined that the existing zoning provisions generally reflect the standard parameters for residential areas in Toronto, while permitting variations for

different building and lot characteristics. It finds that the existing zoning by-law does not reflect the identified characteristics of Cabbagetown Southwest specifically, and encourages wider lot frontages and larger lot areas, while also potentially supporting variations from the consistent front setback. This analysis concludes by stating that within the Commercial Areas, only 10% of properties meet or exceed the minimum by-law standards, and that the by-law conflicts with the prevailing heritage character. It also identifies that there is inconsistency within the Residential Areas with front yard setback requirements, although to a lesser degree. Additional review and analysis will be undertaken during the HCD plan phase in order to provide clear guidance on appropriate lot frontage and front yard setback requirements where necessary.

Community and Stakeholder Consultation

The HCD study process included two community consultation meetings and three community advisory group (CAG) meetings. City Planning, in collaboration with Lura Consulting, a sub-consultant retained to assist with community engagement, undertook these meetings 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 the community's perspectives and knowledge into the study.

The first community consultation meeting was held on July 5, 2018 to introduce the study to the community, present an overview of the study process and receive feedback on the area's cultural heritage value. The format for this meeting was open house style, with information stations staffed by the consultants and City staff, as well as an interactive mapping station to collect comments, feedback and suggestions. Comment forms were made available, as was a frequently asked questions document.

Lura prepared terms of reference and application forms for the Cabbagetown Southwest CAG, which was 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 staff, with an effort made to ensure membership included representatives with a variety of viewpoints and perspectives.

The first CAG meeting was held on October 2, 2018. At this meeting, City staff presented an overview of the study process and the consultant outlined research and survey work completed. 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 CAG meeting was held on November 13, 2018, at which the consultant team presented the draft character analysis and preliminary recommendations, including character areas, properties for further research, and building typologies. The third meeting was held on March 25, 2019, where the boundary was presented for discussion alongside the evaluation of the district for designation. The members also reviewed and provided feedback on the format and material for the second community consultation meeting.

The second community consultation meeting was held on April 25, 2019. This meeting was structured similar to the first, with a series of information stations and with consultants and City staff available to provide information, answer questions and receive feedback. The local Councillor was in attendance as well to receive the community's perspectives and engage with residents of the neighbourhood.

The engagement process received a diverse range of comments and perspectives from the community which are generally supportive of the recommendations of the HCD study, which are elaborated in the Engagement Summary Report attached to the HCD study. As the HCD plan is prepared for the neighbourhood, additional community meetings will be held, and a community advisory group will be formed.

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, as outlined in *Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference* and based on Ontario Regulation 9/06.

The evaluation determined that a significant portion of the Cabbagetown Southwest study area exhibits sufficient historical, associative, design, physical, contextual, social, and community value to warrant designation under Part V of the *Ontario Heritage Act* as a heritage conservation district.

The neighbourhood has historical and associative value as it yields information that contributes to an understanding of the historic diversity of this community through its wide range of housing typologies, as well as its more recent history of gentrification and on-going community activism. Its extant grid and block pattern reflects the subdivision plan by John Howard, the first City Surveyor; the deviations that exist reflect subsequent City initiatives from the mid-20th century to address extremely poor living conditions and respond to increase car ownership, including the extension of Shuter Street, and realignment of Gerrard Street East at Parliament Street.

The area's contextual value is seen in its present-day character and unique sense of place in contrast to its surroundings. It possesses a physical character that supports its history and maintains a sense of time and place, evidenced in the density of fine grain historical residential buildings and the variety of late 19th and early 20th century architectural styles, material and details that are interrelated, but that also reflect a high degree of personalization through ornamentation and detailing. Its juxtaposition to the adjacent high-density urban renewal areas of Regent Park and Moss Park further supports its distinct character and sense of place.

The Cabbagetown Southwest study area has design and physical value as it represents an important period in the early suburban expansion of Toronto, with buildings and an overall spatial organization that reflect urban expansion during the latter half of the 19th century, wherein development was an activity in which a variety of individuals participated as opposed to the master planned communities that arose in the early 20th

century. It has a high concentration of Victorian era buildings that use consistent construction methods, architectural styles, details and materials, and though altered many retain similarities that contribute to a cohesive and consistent character across the district. Brickwork, wood work, bay window treatments, windows, doors and porches illustrate a high degree of craftsmanship, where originals or restored features exist.

The study area's social and community value relates to its historical link to the Gay Liberation Movement of the 1970s, when the neighbourhood saw an influx of residents from the LGBTQ+ community. The Canadian Lesbian and Gay Archives (CLGA) was founded in the neighbourhood on Seaton Street occupied by the Body Politic and Glad Day Bookshop for a brief period in the 1970s. As part of the broader Cabbagetown neighbourhood, the area saw an influx of LGBT residents through the 1970s and '80s, many of whom restored and renovated houses and contributed to the revitalization of Cabbagetown.

The neighbourhood is historically and functionally linked to a variety of community groups and residents associations who have organized and advocated for its preservation and supported a sense of community. The provision of social and community services is also identified as an important value within the area; Seaton House, the former Lee School and Girl's Home, and Central Neighbourhood House have historically and continue to provide services to residents of the Downtown East area, contributing to the neighbourhood's diversity and identity as a welcoming and inclusive community.

Recommendations

Proposed Boundary

The proposed Cabbagetown Southwest HCD boundary includes most of the original study area, except for the southeast corner, comprising of Milan, Poulett and Shuter Streets, as well as segments of Berkeley and Ontario Streets north of Shuter Street. The proposed boundary includes five hundred and eighty-six properties, the majority of which are privately-owned single family houses, as well as two city-owned parkettes as shown on Attachment 1: Proposed Cabbagetown Southwest HCD Boundary.

The excluded southeast corner, identified as the Area of Urban Redevelopment, was extensively redeveloped in the latter half of the 20th century. While the infill development is compatible with the neighbourhood's heritage character, the area generally does not have sufficient physical, spatial and material elements to support an understanding of the proposed district's cultural heritage value.

Proposed District Name

The study area overlaps significantly with the Cabbagetown South Residents Association neighbourhood. The discrepancy in the name of the project with the common name for the neighbourhood is due to the use of the name "Cabbagetown South" for a portion of the Cabbagetown neighbourhood on the east side of Parliament Street, which is already a designated heritage conservation district. The use of "Southwest" was intended to geographically locate the study area in relation to the

broader Cabbagetown neighbourhood, and to reflect the naming convention for Cabbagetown Northwest, located north of Carlton Street and west of Parliament Street.

The discrepancy in name was raised as a concern by some members of the advisory group and community as it does not reflect the community's identity. At the second community meeting participants were asked what alternative name they would like to be considered for the district. Respondents preferred the use of "Old Cabbagetown South" or "Old Cabbagetown", a name that was historically applied to the northern portion of the district. Staff will continue to consult with the local community and Councillor to determine an appropriate name for the district and district plan.

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 development of the HCD plan.

The draft Statement of Objectives recommend that the HCD plan conserve, among other things, the legibility of the District's Victorian-era character and subsequent industrialization, its human-scale built form and pedestrian main street experience, and that it encourage high quality architecture in the design of new development, additions and alterations. Additional objectives speak to the conservation and support the district's social, cultural and community values, and the objective that adjacent development to the district conserves its cultural heritage value.

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 mixture of housing typologies that reflect the area's historic socio-economic diversity, the fine grain buildings and long, narrow lots, the predominant use of brick with wood and metal detailing, and the existing and historical social and community service institutions. The list of heritage attributes is included in Attachment 2 and may be revised and refined through the course of the development 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 Development and Intensification (1856-1919) or the Residential Decline and Industrialization (1920-1945) periods
- Is a prevailing typology, such as Bay and Gable or Ontario Cottage
- Maintains their integrity and/or has contextual value as part of a row of historic buildings.

There are five hundred and eighty-six properties within the District: four hundred and eighty-seven have been identified as contributing and ninety-nine are identified as non-contributing. This may be further refined through the course of the HCD plan process.

Properties Recommended for Further Research and Evaluation

The HCD study has identified thirty-eight properties (including individual properties and rows) within the study area that merit further research based on their individual design value in order to determine whether they meet the criteria for inclusion on the Heritage Register as individually significant properties (Attachment 4). These properties are located within and outside of the proposed plan area, and include residential, mixed-use and commercial properties.

The fifteen properties or rows that are located within the proposed district and that are on residential streets are:

- 337-339 Berkeley Street
- 344-346 Berkeley Street
- 291 Ontario Street
- 333 Ontario Street
- 386 Ontario Street
- 452-454 ½ Ontario Street
- 456-458 Ontario Street
- 126 Seaton Street
- 139-149 Seaton Street
- 167-181 Seaton Street
- 193-201 Seaton Street
- 240 Seaton Street
- 260-262 Seaton Street
- 264 Seaton Street
- 268-272 Seaton Street

The twenty-three properties or rows that will be prioritized for research and are located outside the proposed district or that are on arterial roads are:

- 188-190 Berkeley Street
- 194 Berkeley Street
- 196 Berkeley Street
- 198 Berkeley Street
- 200 Berkeley Street
- 209-211 Berkeley Street
- 210-212 Berkeley Street
- 221 Berkeley Street
- 210 Ontario Street
- 365 Dundas Street East
- 376 Dundas Street East
- 404 Dundas Street East
- 406-408 Dundas Street East
- 410-432 Dundas Street East
- 202-204 Dundas Street East
- 206 Dundas Street East
- 236-247 Gerrard Street East
- 249-253 Gerrard Street East
- 255-263 Gerrard Street East
- 260 Gerrard Street East
- 262 Gerrard Street East
- 264 Gerrard Street East
- 284-296 Gerrard Street East

Next Steps

Should the Toronto Preservation Board (TPB) endorse this report's recommendations, staff will proceed with developing the Cabbagetown Southwest HCD plan for the proposed district. This will include community consultation, as well as re-engaging the community advisory group to solicit feedback. It is anticipated that an HCD plan will take approximately one year to develop, after which the plan and designating by-law will be presented to the TPB, Community Council and City Council for approval in Q3 2020.

Conclusion

The HCD study followed the Council-adopted *Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference*, as well as applicable provincial regulations and guidance.

The HCD study project team effectively promoted the study through the City Planning website, actively sought community input throughout the HCD study process by establishing a Community Advisory Group (CAG) that met three times, hosted two community consultation meetings and solicited written comments from the public.

Following the analysis of the study area's present-day character, history and evolution, the consultant team evaluated the area and determined that a significant portion of the Cabbagetown Southwest study area exhibits sufficient historical, associative, design,

physical, contextual, social, and community value to warrant designation under Part V of the *Ontario Heritage Act* as a heritage conservation district.

Additionally, the HCD study identified thirty-eight properties (including individual properties and rows) within the study area that merit further research based on their individual design value in order to determine whether they meet the criteria for inclusion on the Heritage Register. Properties excluded from the proposed district and those located on arterial roads will be prioritized for research.

Staff recommend to proceed to the Plan Phase for the proposed Cabbagetown Southwest HCD for the portion of the neighbourhood generally bound by Sherbourne Street, Carlton Street, Parliament Street and Shuter Street as shown on Attachment 1: Proposed Cabbagetown Southwest HCD Boundary. 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. 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).

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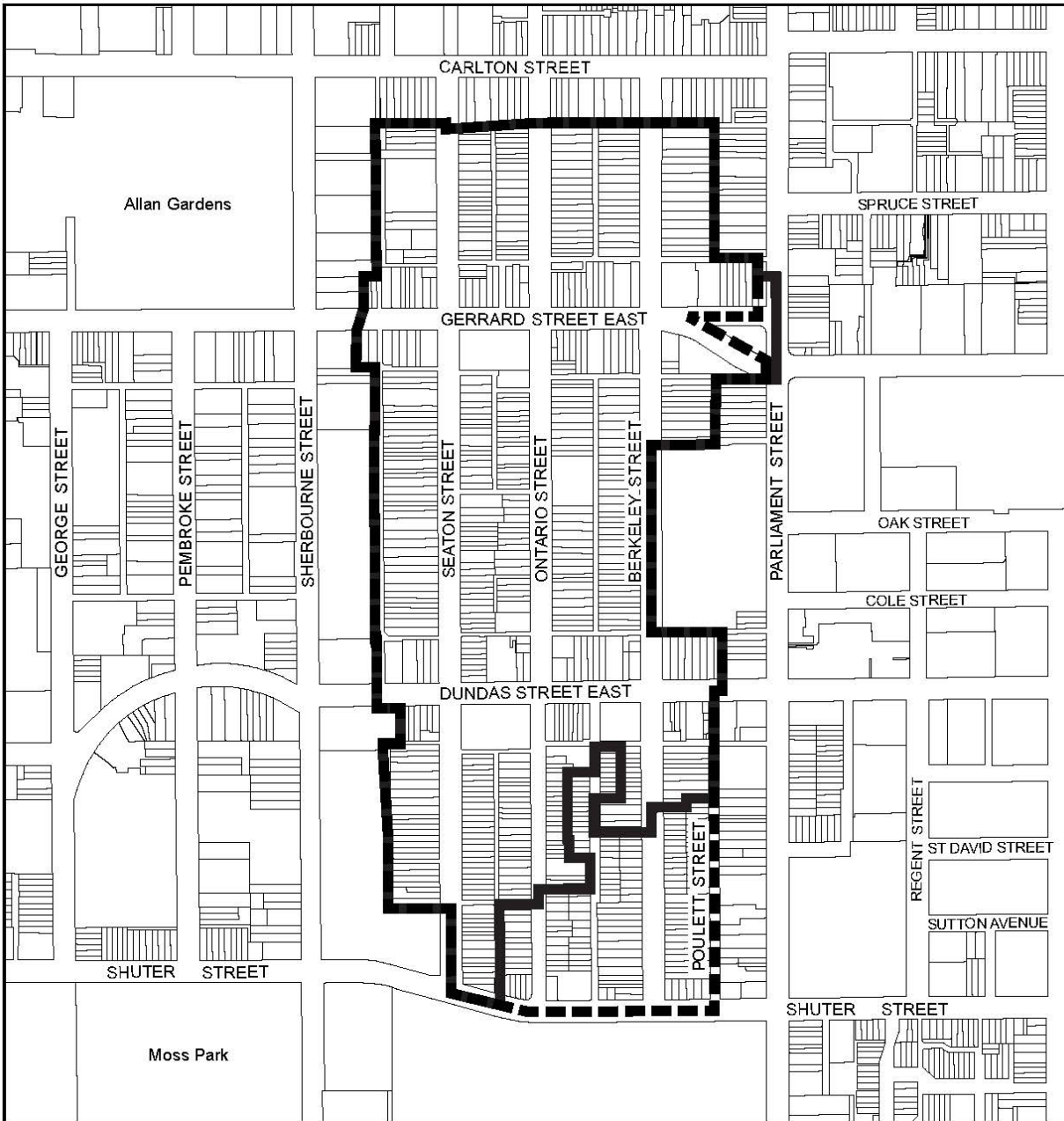
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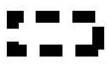

ATTACHMENTS

Attachment 1 - Proposed Cabbagetown Southwest HCD Boundary
Attachment 2 - Draft Statement of District Significance and Heritage Attributes
Attachment 3 - Draft Statement of Objectives
Attachment 4 - Properties Recommended for Further Research
Attachment 5 - Cabbagetown Southwest Heritage Conservation District Study

ATTACHMENT 1
 PROPOSED CABBAGETOWN SOUTHWEST HCD BOUNDARY



Cabbagetown Southwest
 Proposed Heritage Conservation District

-  Study Area Boundary
-  Proposed HCD Plan Boundary



Not to Scale
 04/09/2019

Statement of District Significance

Cabbagetown Southwest's Cultural Heritage Values are based on its historical and associative values as an early Toronto residential neighbourhood with a highly diverse socio-economic population; its design and physical values as an excellent representation of a dense Victorian neighbourhood with a high concentration of Bay and Gable buildings; its contextual values as a neighbourhood with a cohesive built form that is situated near large scale developments; and its social and community value relating to its existing and historic institutions that have served the neighbourhood since the 19th century, and its history of community activism.

The district's historical and associative values are derived from the evolution and history of its development from the original Park Lots whose boundaries and configuration influenced the present-day long north-south streets and the laneways. Ontario Street demarcated the boundary between Park Lots 3 and 4, the properties of Thomas Gibbs Ridout and Charles Ridout, respectively. The period of Park Lot Grants and Property Subdivision encompassed the agreement between William Allen (whose property was to the immediate west) and Thomas Gibbs Ridout in 1845 to widen a laneway to create Sherbourne Street, improving access and prompting the early development in the district. The layout and block subdivisions were subsequently surveyed by John Howard, Surveyor for the City of Toronto, who created the present day grid pattern with rear and side laneway access.

Most of the district's extant buildings were constructed in a 30-year period between 1870 and 1899, soon after the long north-south blocks were subdivided and sold to small developers and individual owners. The area attracted working class immigrants coming to Toronto in the 1880s, who were employed at industries located to the south along the railways and harbour. The socio-economic diversity of the district's population is reflected in the variety of housing types, which range from small Ontario Cottages to highly ornate Victorian Bay and Gables. The influx of industries in the early 20th century within the district resulted in a small number of residential buildings being demolished and replaced by factory buildings which contribute in turn to the district's socio-economic history.

The neighbourhood's contextual values are based on the streetscapes with dense fine-grain historic residential buildings that create a sense of time and place. The streetwalls are defined by low-rise buildings with narrow frontages, a datum line of pitched roofs with intersecting gables, an articulated rhythm of bays and gables, a predominance of brick cladding, and mixture of late 19th and early 20th century architectural styles. Although the architecture is extremely cohesive throughout the district given the narrow period of development, each building maintains a level of uniqueness through its ornamentation and detailing. The area's distinct identity is further accentuated by its juxtaposition to the Moss Park and Regent Park areas of urban renewal immediately adjacent to the south and east where the original fine-grain neighbourhoods were replaced with large-scale developments.

The district's design and physical values stem from the large concentration of late 19th century residential buildings that display a high degree of integrity and authenticity using consistent construction methods, architectural styles, details, and materials, which are still evident today. The Victorian era residential buildings include the By and Gable typology, which is prevalent in Toronto, and a number of Italianate and Second Empire buildings located along Dundas and Gerrard Streets. The majority of the buildings are constructed up to their side property lines or with small side setbacks; with small front yard setbacks; and with similar proportions of solid to void ratios.

The buildings share their materiality and detailing including the predominant use of brick with articulated polychromatic patterns, projecting string courses that accentuate the windows and floors, corbelled brick patterns or other decorative elements between first and second floor windows, and use of woodwork in the vergeboard and eaves trim. The projecting front gable bays create a strong and distinctive rhythm and articulation of the streetwall, which is further accentuated by the datum line of the roof soffits. Within the overall cohesiveness of the area, the varying bay window, vergeboard and other treatments and detailing give the individual houses a unique character.

Though each building in the district is unique, they share similarities in their typology, proportions, massing, materials, and visual rhythm which create a cohesive and consistent heritage character despite the differences in their individual detailing.

The district's social and community values are associated with the existing and historic institutions that have served the neighbourhood since the 19th century. The district is also associated with the Gay Liberation Movement of the 1970s when an influx of members from the LGBTQ+ community moved into Cabbagetown Southwest, including a number of prominent community members who started the Canadian Lesbian and Gay Archives, operated the Glad Day Bookshop, and ran The Body Politic magazine within the neighbourhood.

The downtown east side residents were some of the first in the City to demand community input in planning decisions and began the first working groups to discuss the future of their neighbourhoods with City government. This resulted in the creation of a number of community groups including: the Cabbagetown Residents Association (CRA), created in 1967 as the Don Vale Cabbagetown Property Owners Association, and later changed to Don Vale Cabbagetown Residents' Association (VCRA) prior to being the CRA; and the Cabbagetown South Residents' Association (CSRA) formed in 2002 after the amalgamation of the Central Cabbagetown Residents' Association (CENTRA) and the Seaton Ontario Berkeley Residents' Association (SOBRA).

Heritage Attributes

Historical and associative attributes:

- The extant long narrow north-south blocks with their I-configuration laneways that reflect the original park lot orientations and their owners' subdivision of their properties over time as the city developed
- The narrow lots that reflect the subdivision and development of the area by small scale builders who built out short stretches of row houses

- The mixture of housing typologies including small Ontario Worker's Cottages adjacent to larger more ornate Bay and Gable houses that reflects the historic socio-economic diversity of Cabbagetown Southwest
- The historic and existing institutions within the neighbourhood that serve its diverse population
- The historic industries that moved into the area, such as the Acme Dairy Company, Evening Telegram, and Imperial Optical Factory, among others, that influenced the built form of the area, and employed the local population

Design and physical attributes:

- The low rise predominant scale (1-3 storeys for residential buildings)
- The proportion of the street wall to the street
- The distinctive fine-grain buildings with their generally 2 storey main wall and distinct roof expression
- The balance between cohesiveness of the architectural expression of the district's built form as expressed by its built form typologies, and the distinct and unique architectural details of the individual buildings
- The buildings' relationship to grade: the entrances are at grade or slightly raised; and the front yards extend to the building face
- The buildings built to their side lot lines or with a narrow set back that contribute to a continuous street wall
- The datum lines and rhythm created by the soffit punctuated with front gables
- The articulation of the elevations with by windows and porches
- The vertical expression of the elevations accentuated by the narrow lot, the vertical rectangular windows, the steeply pitched gables, and the bay windows
- The relatively similar (2m to 3m) setbacks of all houses; (with the exception of a few older buildings that are either up to the property line or very recessed)
- The historic architectural styles: Victorian, Second Empire, Italianate, Georgian
- The concentration of Second Empire and Italianate buildings on the commercial streets
- The predominance of gable roofs, with the exception a few localized mansard roofs
- The predominant use of brick, and the overall quality of the ornamentation of masonry, including the use of polychromatic brickwork and stone detailing, as well as intricate and decorative woodwork

Contextual attributes:

- The cohesiveness of the neighbourhood's built form that is reflected in the short period of build out and intensification
- The long north-south residential streets, and the east-west commercial streets with consistent heritage character
- Its relationship to the rest of Cabbagetown
- The contrasting scale with the large scale developments of Moss Park and Regent Park to its south and east

Social and community attributes:

- The existing and historic institutions that have served the neighbourhood including the Lee School, Central Neighbourhood House, the Toronto Public Library, the Yonge Street Mission, St. Michael's Homes, Street House Community Nursing, and Children's Book Bank to list a few
- The mixture of housing typologies that reflect the historic socio-economic diversity
- The Gay Liberation Movement of the 1970s and the subsequent influx of members of the LGBTQ+ community
- The historic and continued operation of resident and community associations in the downtown east side

ATTACHMENT 3 DRAFT STATEMENT OF OBJECTIVES

- Conserve, maintain and enhance the cultural heritage values of the district as expressed through its heritage attributes, contributing properties, public realm and character areas
- Conserve the legibility of the district's periods of significance that express its evolved Victorian through to mid-20th century industrial character
- Conserve and enhance the district's contributing properties, Part IV designated properties and listed properties
- Ensure complementary alterations to contributing properties and prevent the removal of heritage attributes from contributing properties within the district
- Ensure that new development and additions conserve and enhance the cultural heritage values of the district, particularly with respect to the historic scale, materials, form and massing of the contributing properties and the public realm
- Encourage a high quality of architecture in the design of new development, additions and alterations that is complementary to the district's cultural heritage value
- Conserve and enhance the district's human scale built form that supports and enhances the pedestrian main street experience
- Conserve and enhance the identified views and gateways
- Ensure harmony of materials between new and old, including type, colours, scale, finishes and details
- Conserve and enhance the well-defined and articulated streetwalls (streetscapes) of the district, including the horizontal datum line and rhythm of bays, porches and gables
- Conserve and enhance the fine grain built-form, with narrow frontages and slightly raised entrances
- Conserve, support and enhance the legibility and interpretation of the district's social, cultural and community values
- Ensure that development and alterations adjacent to the district conserve the district's cultural heritage values

ATTACHMENT 4
PROPERTIES RECOMMENDED FOR FURTHER RESEARCH

- 188-190 Berkeley Street
- 194 Berkeley Street
- 196 Berkeley Street
- 198 Berkeley Street
- 200 Berkeley Street
- 209-211 Berkeley Street
- 210-212 Berkeley Street
- 221 Berkeley Street
- 337-339 Berkeley Street
- 344-346 Berkeley Street

- 210 Ontario Street
- 291 Ontario Street
- 333 Ontario Street
- 386 Ontario Street
- 452-454 ½ Ontario Street
- 456-458 Ontario Street

- 202-204 Dundas Street East
- 206 Dundas Street East
- 365 Dundas Street East
- 376 Dundas Street East
- 404 Dundas Street East
- 406-408 Dundas Street East
- 410-432 Dundas Street East

- 236-247 Gerrard Street East
- 249-253 Gerrard Street East
- 255-263 Gerrard Street East
- 260 Gerrard Street East
- 262 Gerrard Street East
- 264 Gerrard Street East
- 284-296 Gerrard Street East

- 126 Seaton Street
- 139-149 Seaton Street
- 167-181 Seaton Street
- 193-201 Seaton Street
- 240 Seaton Street
- 260-262 Seaton Street
- 264 Seaton Street
- 268-272 Seaton Street