

## Chapters 6-9

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Figure 1: 360-362 Dundas Street, 1977, City of Toronto Archives (right)



## 6. HERITAGE EVALUATION



Figure 2: Map of the properties constructed during specific periods of significance

# Heritage Evaluation

## Periods of Significance

The history and evolution of the study area (Chapter 2) identifies distinct periods of significance in the Cabbagetown Southwest study area's past. The analysis of past and present shaped the analysis of the story and of the overall integrity of the Cabbagetown Southwest neighbourhood. The five identified periods of significance in the evolution of the study area are:

1. Park Lot Grants and Property Subdivision (1796 – c.1850)
2. Development and Intensification (c.1856 – 1919)
3. Increase of Industry and Residential Decline (1920 – c.1945)
4. Urban Renewal, Social Change, and Activism (c.1945 – present)

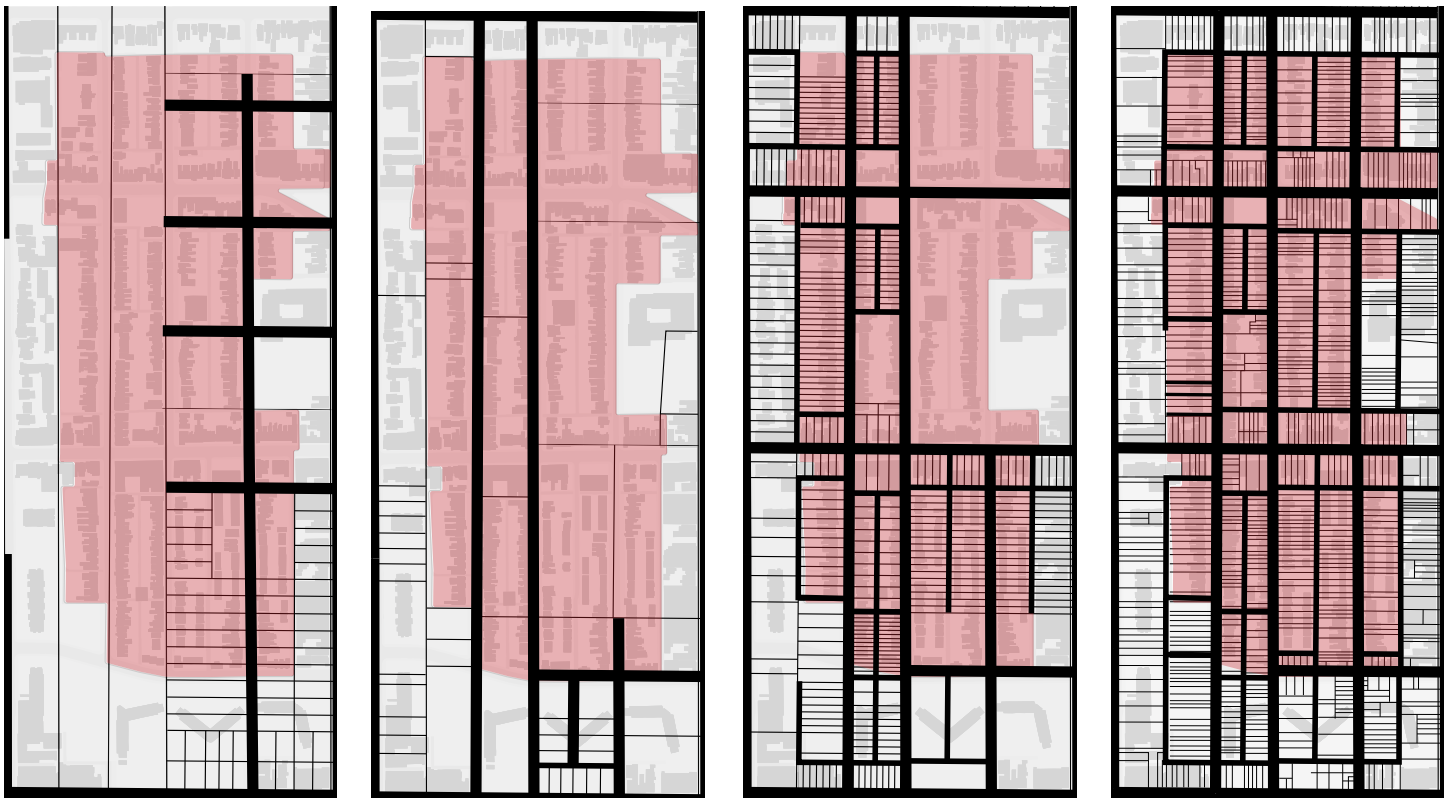


Figure 3: Map overlay of the street layout's evolution. (left: 1840s, centre left: 1850s, centre right: 1860s, right: 1880s)

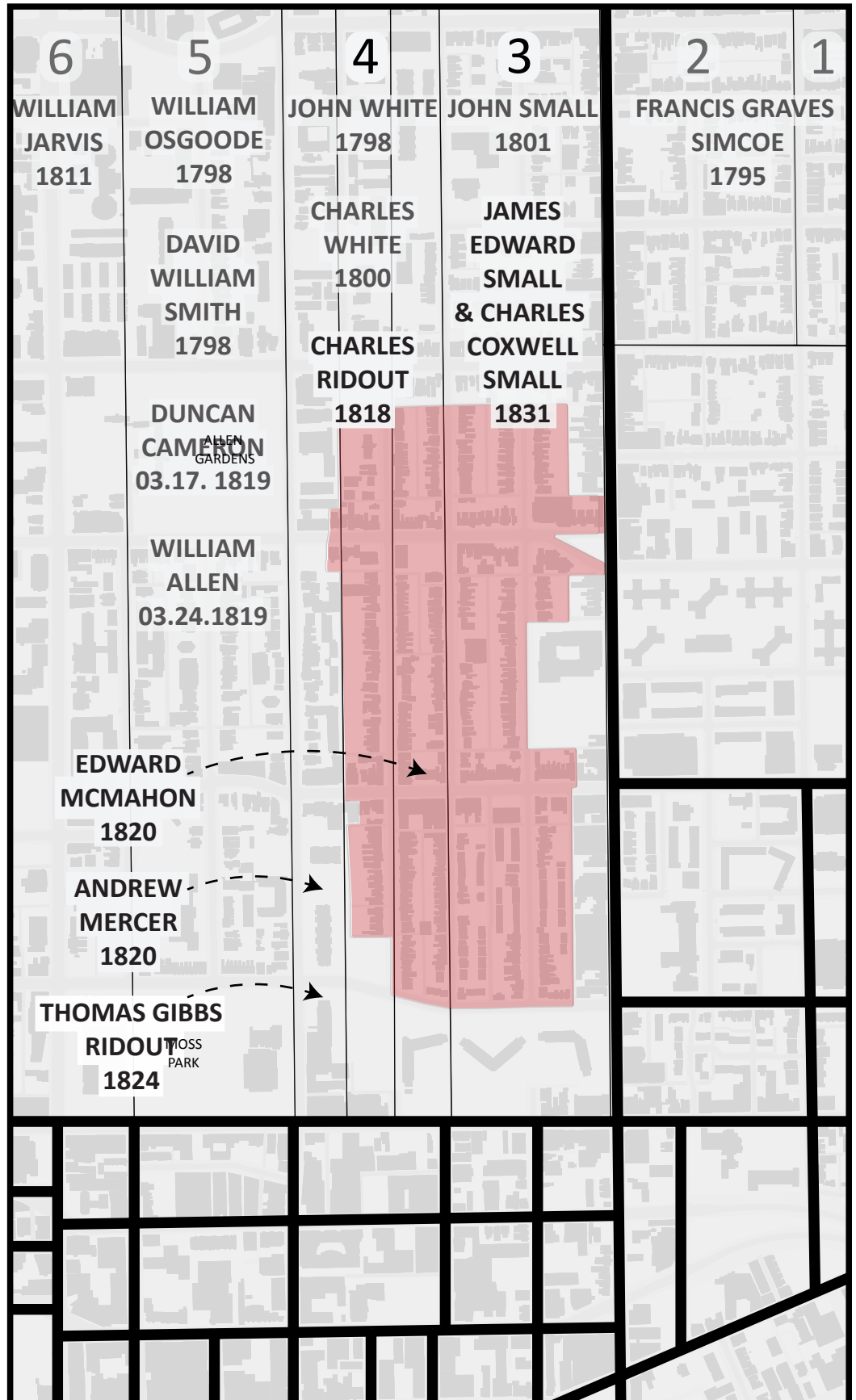


Figure 4: Map overlay of the original owners of Park Lots 1 to 6



### *Park Lot Grants and Property Subdivision (1793 – c.1850)*

This period is characterized by two Park Lots which evolved around the same time. The HCD study area spans the southern half of Park Lots 3 and 4, which in their entirety stretched from what is now Queen Street to Bloor Street, between Sherbourne and Parliament Streets. The original grantees and Park Lot system reflect the beginnings of the area's prominence and patronage in early York. The HCD study area was an attractive location given its proximity to the Town of York and the original ten blocks

Park Lots 3 and 4 belonged to two government officials, John Small and John White, who formed part of Lieutenant John Graves Simcoe's Upper Canada government, and are remembered for fighting a duel on the grounds of the Parliament Buildings in which John Small mortally wounded John White. As the two Park Lots were inherited, sold and subdivided over the beginning of the 19th century, roadways and laneways began to be developed. The current study area illustrates these subdivisions and the overall block, street and laneway layout by John Howard, Toronto's first official surveyor and civil engineer.

Events and themes from the Park Lot Grants and Property Subdivision period include:

- 1793- Town of York founded
- 1796- Park Lot 3 granted to John Small; Park Lot 4 granted to John White
- 1800- John White died in duel fought against John Small; his property goes to his son
- 1818- John White's son Charles White sold Park Lot 4 to Charles Ridout; Ridout soon subdivided his property
- 1820- Charles Ridout sold eastern third of Park Lot 4 to Edward McMahon and sold western third to Andrew Mercer; Charles Ridout kept the middle third
- 1824- Andrew Mercer sold his western third to Thomas Gibbs Ridout (Charles Ridout's brother)
- 1829- William Allen of Park Lot 5 (to the west of study area) constructs Moss Park, a brick house, and a small lane between his property and Thomas Gibbs Ridout's property
- c1830- The first industries moved to the east end of town, developing to the south of the study area
- 1831- John Small died; his Park Lot 3 is inherited by his sons James Edward Small and Charles Coxwell Small
- 1838- Charles Ridout transferred his middle third of Park Lot 4 to his son Samuel George Ridout
- c1842- The residential subdivision of the Smalls' property began, but no housing construction was started. The land subdivision attracted workers of the neighbouring industries
- 1845- An agreement was made between Thomas Gibbs Ridout and William Allan to widen Allan's lane; the new street was named Sherborne (later known as Sherbourne Street)
- c1850- With the expansion of Sherbourne Street, John Howard, surveyor for the City of Toronto, was brought in to subdivide the land between Sherbourne and Parliament Streets into a grid pattern; lots ranged from 100 to 150 feet wide. These in turn were further subdivided by small-time land speculators

### *Development and Intensification (c.1856 – 1919)*

The Development and Intensification Period is defined by the peak of development in the study area when the majority of the existing building stock was constructed and the layout of existing roadways finalized.

From the 1850s through the 1870s, the subdivision of the study area occurred in parallel with the establishment of the railways to the south, the subsequent development of the industries on the waterfront, and the establishment and extension of roadways. This economic growth required a large labour force, which was provided by the large number of immigrants who were arriving in Toronto. This workforce settled in the lands just north of the industrial area. These lands, which included the study area, were largely undeveloped prior to this period, and were close to their work.

By the mid-1880s, the study area was generally built-up with few vacant lots remaining, and the larger Cabbagetown area was growing and drawing in diverse settlers. As recorded in the city directories of the late 1800s, the study area consisted of a mix of blue and white collar workers, with no distinction in terms of wealth with the exception of laneway housing, which was occupied by predominantly working class residents.

The rapid growth in the latter half of the 1800s consolidated the development patterns and general streetscapes of Cabbagetown Southwest. The development was predominately residential along the inner streets with rear access along laneways, a mixture of residential and commercial buildings along the main thoroughfares of Gerrard and Dundas Streets, and a small number of institutional buildings interspersed within the residential area.

Typical development patterns of the study area consisted of smaller row housing often constructed by small scale developers who would build a group of frame houses on a series of narrow lots. These houses often were attached or abutting, sharing common walls with their neighbours. They were built close to the street, with a small front garden and a larger one at the rear. These rows of houses gave rise to the existing streetscape of narrow bay and gabled housing.

Of the laneways in the study area, two in particular had development fronting on them: Reid's Lane (Milan Street) and Sydenham Lane (Poulett Street). In the 1890 Goad's Map, early housing development along Sydenham Lane can be noted, and a total of 15 residences fronting the lane were accounted for in the City Directory, among the stables, sheds and rear entrances.

Institutions were established early within the study area, initiating a long history of community and educational services that continue to the present day. They included the Girls' School in c1867 which was one of the first institutional buildings constructed at the southwest corner of Gerrard and Ontario Streets; The Dufferin School (on the periphery of the study area), constructed in 1876 on the east side of Berkeley Street; and The Haven, a Toronto charity for women, constructed in 1884 mid-block on Seaton Street, between Gerrard and Carlton Streets.

The notable buildings from this period include:

- The former Lee School (386 Ontario Street)
- The houses and commercial buildings that account for 71% of the extant buildings within the study area

Events and themes from the Build Out and Intensification period include:

- c1858- Further subdivisions completed with a number of houses already constructed at the south end of the study area; area residents generally immigrants from the British Isles and working for the industries to the south and east
- c1872- The roads and laneways within the study area are fully established and laid out; area is predominately residential in nature with commercial buildings along the main thoroughfares and stables/workshops along the laneways
- c1884- The study area was rapidly growing and becoming built-up, with few vacant lots remaining. The development patterns and general streetscapes were consolidated. The study area began to draw diverse settlers, including immigrants such as Italians, Jewish and Russians and started to become middle class
- c1890s- Upgrades to the study area included improving roads and replacing the cedar block sidewalks and brick with paved surfaces, upgrading the sewers, electrifying the houses, and providing street-car service to the neighbourhood
- c1890s- A total of 15 residences were noted along Sydenham Lane (now Poulett Street)



### *Increase of Industry and Residential Decline (1920 – c.1945)*

After the First World War, development in the study area slowed substantially. Smaller industrial developments began to move into the study area locating near the arterial cross streets. They would often consolidate small stretches of lots and demolish existing residential and commercial buildings. One of the larger manufacturers who moved into the study area was the Acme Dairy Ice Cream Plant, located at 254 Berkeley Street. In 1928, the dairy expanded southwards, with a large addition. The company also constructed auxiliary three-storey buildings to its rear, along Milan Street. This dairy was the subsidiary of a much larger corporation, and remained in operation for a number of years.

The development of the Evening Telegram Building at 264 Seaton Street involved the demolition of two semi-detached houses c1932 to make way for the two storey brick building. The long rectangular building spans the entire depth of the lot to the rear lane. The garage was later used as a warehouse for other businesses.

Imperial Lens Factory demolished the residences on the south side of Dundas Street between Seaton and Ontario Streets, and constructed a two-storey factory at 365 Dundas Street. In addition to the main factory, an auxiliary building at 270 Milan/275 Ontario Street was constructed to house storage, a garage, a janitor's residence quarters, and a restaurant for the employees.

The Great Depression of the 1930s coincided with the introduction of manufacturing into the neighbourhood as well as changes to housing and demographics of the study area. Wealthier residents began to move to the suburbs, while poorer immigrants moved into the area. Overcrowding in the neighbourhood became common, with people forced into multi-family living and boarding arrangements.

The deterioration of the residences drew the attention of city officials and drastic changes affecting the periphery of the study area were proposed. The 1934 Bruce report outlined the plan to replace substandard housing with better constructed government-initiated apartment complexes. The 1938 National Housing Act created the impetus for direct government intervention in housing. Subsequent versions of the Act included provisions for loans to municipalities to help develop low-income rental housing and even grants for 'slum clearance' to create sites for new housing. This eventually led to the creation of Regent Park and Moss Park, two housing initiatives that occurred just outside the study area.

Milan and Poulett Streets also saw a number of changes. By c1941 all residential uses were gone and it appears that during this period, the streets were generally used for rear access only.

The notable buildings from this period include:

- Imperial Optical Factory
- The Evening Telegram
- 1% of the extant buildings within the study area

Events and themes from the Increase of Industry and Residential Decline Period include:

- c.1920s- Industries move into the area and begin demolishing building stock to build larger, industrial buildings
- c1930s – The Great Depression brought high unemployment and poverty; houses deteriorated due to lack of funding for maintenance and overcrowding of boarders and transient tenants became common
- 1934 – The Bruce Report outlined the poor conditions of existing Victorian housing and advocated replacing them with new government-initiated apartment complexes, providing the impetus to create large-scaled apartment housing development around the study area
- c.1941- All residences along Milan and Poulett Streets were now vacant or demolished

### *Urban Renewal, Social Change, and Activism (c.1945 – present)*

The period of urban renewal, social change, and activism is defined by the demolition of neighbouring areas, community activism, the influx of the LGBTQ+ community and their role in gentrification, the urban infill along Milan and Poulett Streets, and the continued presence of social services.

Road changes and extensions within the study area resulted in the localized demolition of a few homes: Shuter Street was connected to Sydenham Street c1953; and a curved connection was also created where Gerrard jogged at Parliament Street to better link the two stretches of Gerrard Street that were not aligned. Milan and Poulett Streets were redeveloped in the mid-1970s with the demolition of industrial buildings and the construction of townhouses.

While the changes within the study area were discreet and localized, the neighbouring areas of Moss Park and Regent Park experienced large-scale developments resulting in new apartment towers, mid to low rise block housing, and large scale urban patterns that contrasted sharply with the prevailing low-rise and fine grained Victorian-era fabric of Cabbagetown.

The City's urban renewal projects of the 1950s and 60s engendered a resistance movement that would drastically change the direction of planning policies in the decade to follow. In 1967, a residents' association was formed and in the following year a working committee was formed, allowing City planners and officials to work with the residents to prepare a compromise redevelopment plan.

Elections shortly thereafter ushered in a new reform-minded mayor (John Sewell) and a number of new councillors who searched for a more nuanced approach to urban rehabilitation. The new City Council enacted new planning policies and developed a Central Area Plan, which contrasted from previous policies and included ideas about growth, streetscape design, and historic preservation. It limited the wholesale demolition of blocks, emphasized transit in conjunction with the road network and growth, preserved and allowed mixed-use zoning, and protected the low-rise urban fabric neighbourhoods outside the financial core.

The strong and vocal local advocacy, which pushed for the changes in planning policies, allowed the larger Cabbagetown neighbourhood, including the study area, to remain intact and retain much of its low-rise built form. A number of advocacy resident groups were subsequently formed including the Cabbagetown Business Improvement Area (1982); the Cabbagetown Preservation Association (1989) and its later spin off the Cabbagetown HCD Advisory Committee; and the Cabbagetown South Residents' Association (2002), an amalgamation of previous residents' associations (Seaton Ontario Berkeley Residents' Association and the Central Cabbagetown Residents' Association).

A demographic shift occurred in the 1970s when many employees of the CBC, which was situated nearby, and a significant population of Toronto's LGBTQ+ community moved into the neighbourhood, helping to preserve the existing historic building stock. The area attracted members of the LGBTQ+ community, artists, and creative professionals due in part to the lower average house prices within the study area comparative to the rest of the city, and to the neighbourhood's close proximity to Toronto's Gay Village and arts and cultural institutions. Some of the LGBTQ+ community members who moved into Cabbagetown were prominent activists for gay rights, including Jearld Moldenhauer who purchased the home at 139 Seaton Street to house *The Body Politic*, one of Canada's first and most progressive gay publications and *Glad Day Bookshop* and founded there the *Canadian Lesbian and Gay Archives*.

The changes to the built form within the study area in the late 20th century were focused on low-scale residential development and the adaptive re-use of buildings. This includes the Acme Dairy Building at 254 Berkeley that was demolished in 1997 to make way for 20 new townhouses; its rear auxiliary building that was redeveloped as a live-in residence for mental health patients for St. Jude's Community Homes in 2005; and both the Evening Telegram Building at 264 Seaton Street (c2001) and the Imperial Optical Lens Factory at 270 Ontario Street (c2000) that were converted into residential lofts.

The notable buildings from this period include:

- Central Neighbourhood House
- Toronto Public Library
- Yonge Street Mission
- 28% of the extant buildings within the study area

Events and themes from Political, Social and Community Changes period include:

- 1948-49- Regent Park (to the east of the study area) was developed, resulting in the demolition of multiple city blocks of 19th century housing
- 1953- Shuter Street was connected to Sydenham Street, which necessitated the demolition of a swathe of housing to accommodate this new road; Gerrard Street was connected at Parliament Street
- c1960- Moss Park (to the south of the study area) was developed, from the lands cut off by Shuter Street; a large amount of housing was demolished
- c1965 – The 1965 Official Plan permitted the development of high-rise structures, spurring development around the study area; row housing along the new stretch of Shuter Street was constructed
- 1967-1968 – Residents’ association formed which resulted in one of the City’s first working committees to ensure city planners and officials heard the opinions of residents
- c1970- The new City Council, comprised of reformers who opposed wholesale demolition and construction of high rise towers that displaced local residents, was elected which renewed interest in retaining and conserving existing Victorian neighbourhoods, including the study area
- c.1970s- The LGBTQ+ community moves into the neighbourhood and becomes a part of the gentrification process
- c.1973- Jearld Moldenhauer, founding member of The Body Politic (TBP) and the Glad Day Bookshop, moves into the study area. He and other members begin the Canadian Lesbian and Gay Archives (CLGA) in the basement of 139 Seaton Street.
- 1974 – The 1974 Central Area Plan, pioneered by the reform Council, included ideas about growth, streetscape design, and historical preservation
- c1975- New townhouse infill development along Milan Street constructed
- c1978- New townhouse infill development along Poulett Street constructed
- 2002- Seaton Ontario Berkeley Residents Association (SOBRA) and the Central Cabbagetown Residents’ Association are amalgamated, forming the Cabbagetown South Residents’ Association

## Criteria for Determination of Cultural Heritage Value

*Cabbagetown Southwest*

## Historical and Associative Value

Criterion	Yes/No	Significance
<i>Has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community</i>	Yes	<p>Its associations can be charted against the district's following four periods of significance:</p> <ol style="list-style-type: none"> <li>1. Park Lot Grants and Property Subdivision (1796 – c.1850s) This period defined the existing north-south street layouts within Cabbagetown Southwest which reflect early development patterns of Toronto. Park Lots 3 and 4 were located directly north of the Original 10 blocks surveyed for the Town of York. Given its proximity to the original town centre, the area was very desirable. The street layout and block subdivisions reflect Toronto's early neighbourhoods and were surveyed by John Howard, who created the present day grid pattern with rear and side laneway access.</li> <li>2. Development and Intensification (c.1856 – 1919) Most of the extant buildings in the study area date from this period. The long north-south blocks were subdivided and sold to small developers and individual owners who built homes for the influx of working class immigrants coming to Toronto in the 1880s. The diversity of residents' income is evident in the variety of buildings ranging from Ontario cottages to highly ornate Victorian bay and gables. The area's development was further supported by the industries located at the harbour front, just south of the study area.</li> <li>3. Increase of Industry and Residential Decline (1920 – c.1945) This period saw the stagnation in new residential construction. An influx of industries, along with the general economic depression of the 1930s, resulted in a number of residential buildings being demolished and replaced by factory buildings particularly in the southeast quadrant of the study area. The extant industrial buildings contribute to the area's heritage character.</li> <li>4. Urban Renewal, Social Change, and Activism (c.1945 – present) The post war period leading up to present day includes a number of significant changes to the demographics and built form of the area. The study area has a long history and direct association with a number of community organizations and institutions. Given the area's historic economic diversity, a variety of public and social services have operated in the area since the 1800s, and although not all remain, the presence of these services is still integral to the character of Cabbagetown Southwest. Local organizations include the Cabbagetown BIA, Cabbagetown Preservation Association, and Cabbagetown HCD Advisory Committee. The Cabbagetown South Residents' Association is also linked to the overarching history of the Downtown east side's grass roots movement, which resisted the City's policies of 1950s and 1960s urban renewal and demolition in the area. The area is also linked to Toronto's LGBTQ+ history. In the 1970s, the area saw a large number of that community move into the area helping to gentrify it. They remain active members of the neighbourhood.</li> </ol>

## Historical and Associative Value

<i>Criterion</i>	<i>Yes/No</i>	<i>Significance</i>
<i>Yields, or has the potential to yield, information that contributes to an understanding of the history of a community or area</i>	Yes	<p>The built form of Cabbagetown Southwest yields information regarding the historic diversity of the neighbourhood, as well as the more recent history of gentrification, and the on-going community activism. The historic diversity is exemplified by the mixture of the existing building stock ranging from simple Ontario cottages to highly ornate Victorian bay and gables.</p> <p>The area can also yield information on the local community activism that prompted a resistance to and defeat of the 1960s government and City policies of urban renewal that resulted in the mass demolition and large scale development of the neighbouring areas to the south (Moss Park), east (Regent Park), and west (localized high-rise development fronting Sherbourne Street). The strong community activism and the local gentrification from newcomers helped preserve the existing building stock.</p>
<i>Demonstrates or reflects the work or ideas of a planner, architect, landscape architect, artist, builder, designer or theorist who is significant to a community</i>	No	<p>John Howard, a prominent city surveyor, was brought in to subdivide the land between Sherbourne and Parliament Streets into a grid pattern. The lots were then sold individually and subdivided further by small-time land speculators.</p> <p>Some streets deviate from the regular street grid: the jog in Hagan Lane; the pedestrian path lane north of Shuter and between Seaton and Ontario Streets; and the development of Milan and Poulett, former laneways, for housing development.</p> <p>Many of these small time developers built a series of row houses, and individualized each property through the detailing of the brick work, wood trim, and other ornamental elements.</p> <p>The area does not have a collection of buildings designed by notable architects and no defining landmarks.</p>

## Contextual Value

Criterion	Yes/No	Significance
<i>Possesses a character that defines, maintains or supports the area's history and sense of time and place</i>	Yes	<p>The present day physical character of Cabbagetown Southwest reflects its early Development and Intensification period (c.1856-1919) as a predominantly mid to late 19th century Victorian neighbourhood, with some early 20th century developments. The density of fine grain historic residential buildings; the use of the Victorian, Georgian, Italianate, and Second Empire styles; and the predominant use of brick with decorative stone and wood detailing create a streetscape with a consistent heritage character and with a highly defined sense of time and place.</p> <p>The Victorian era styles, house forms and material palette are representative of Toronto's early residential development patterns, and in particular of the prevailing bay and gable typology.</p> <p>The streetwalls are defined by low-rise buildings with narrow frontages, a datum line of projecting front gable bays accentuated by the pitched roofs and roof soffits, a predominance of brick cladding, and the mixture of late 19th and early 20th century architectural styles.</p> <p>The area's sense of time and place is accentuated by its juxtaposition to the adjacent areas of urban renewal immediately to the south and east where the original fine grain neighbourhoods were replaced with large scale developments.</p> <p>Dundas Street runs through the centre of the study area and is one of Toronto's main historic roads. Originally running northwest of Ossington Street and acting as the City's main western exit point in the 1800s, Dundas Street was extended eastward and stitched together city wide in the 1920s.</p>
<i>Contains resources that are interrelated by design, history, use and/or setting</i>	Yes	<p>The study area is largely defined by houses that maintain a physical, functional, visual, and historical connection to one another. Within Cabbagetown Southwest, the architecture of the buildings is extremely cohesive throughout given the narrow period of intense development. Although these resources share their design, history, and use, each building exhibits a level of uniqueness through its ornamentation and detailing.</p>
<i>Is defined by, planned around, or is a landmark</i>	No	<p>The area is neither defined by nor planned around a landmark.</p>



## Design and Physical Value

Criterion	Yes/No	Significance
<i>Has a rare, unique, representative or early collection of a style, type, expression, materials, or construction method</i>	Yes	<p>The district represents residential development in Toronto's early growth period. The majority of the buildings were constructed in the mid-to-late 19th century using consistent construction methods, architectural styles, details, and materials, which are still evident today.</p> <p>The area has a high concentration of Victorian era residential buildings including the bay and gable, which was a highly popular early Toronto house form. Italianate and Second Empire buildings are predominantly located along Dundas and Gerrard Streets. These styles of architecture were very popular for Toronto commercial streets in the late-19th century, because of the versatility of the ground floor layouts and the upper floors that were used for either commercial or residential usage.</p> <p>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.</p> <p>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 wood work 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.</p> <p>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.</p>
<i>Has a rare, unique, or representative layout, plan, landscape, or spatial organization</i>	No	<p>The street and block patterns are typical of Toronto's early residential development, and still reflect the original development whereas the neighbouring areas to the south and east were radically altered.</p> <p>The block pattern reflects the original Park Lot configurations, which is expressed in the long narrow north south blocks with laneways, narrow lots, and dense development with a large number of abutting and row houses.</p>

## Design and Physical Value

Criterion	Yes/No	Significance
<i>Displays a consistently high degree of overall craftsmanship or artistic merit</i>	Yes	<p>The high level of craftsmanship is evident in the detailing of the brickwork, wood work, bay window treatments, roofs, porches, windows, and doors.</p> <p>The brick work detailing includes the use of polychromatic designs, projecting string courses, corbelled projections, expressed quoins, drip and hood molds, lintels, decorative patterns, and carved elements. Wood work detailing includes elaborate and ornamental vergeboard, eaves trim, oriel window decoration, as well as other carved elements.</p> <p>The craftsmanship is also expressed in the different detailing that gives buildings of similar typology and massing their individuality and uniqueness while maintaining and supporting the overarching consistent and cohesive character of the area.</p> <p>The mansard roof of the Second Empire buildings are expressed with patterned polychromatic slate tiles, profiled cornices, slate roof tiles, and decorative dormers with elaborately carved trims and gables.</p> <p>Windows often have rectangular and vertical proportions with generally segmented arched lintels, flat or pointed arches. More elaborate bay and oriel windows often with transoms containing leaded and stained glass windows add to the rhythm in the streetwall. The narrow lots further emphasize the vertical rhythm and density of the architectural character of the area.</p>

## Social and Community Value

Criterion	Yes/No	Significance
<i>Yields information that contributes to the understanding of, supports, or maintains a community, culture or identity within the district</i>	No	This criterion is not relevant to the area.
<i>Is historically and/or functionally linked to a cultural group, or organized movement or ideology that is significant to a community plays a historic or ongoing role in the practice of recognition of religious, spiritual or sacred beliefs of a defined group of people that is significant to a community</i>	No	<p>The study area is historically linked to the Gay Liberation Movement of the 1970s when the area saw an influx of members from the LGBTQ+ community. It was in the Cabbagetown Southwest study area that the Canadian Lesbian and Gay Archives (CLGA) was created, the Glad Day Bookshop was operated, and The Body Politic magazine was run.</p> <p>The area is historically and functionally linked to the provision of social and community services within the downtown east side, many of which have and continue to play an ongoing role in community life. Seaton House (previously The Haven) was founded within the neighbourhood, as was the Girls' Home and Lee School, both of which assisted vulnerable and at-risk women and children during a period of rapid change in Toronto and prior to the creation of the modern welfare state. Central Neighbourhood House, Toronto's second-oldest settlement agency, has had a presence in the neighbourhood for over a century, and continues to provide valued community services. Other, smaller organizations exist within Cabbagetown Southwest, supporting the diversity of the neighbourhood and its long-standing identity as a welcoming community.</p> <p>Cabbagetown Southwest is associated with the creation of a number of community groups within, or close to the study area, including 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).</p>

## Natural and Scientific Value

Criterion	Yes/No	Significance
<i>Has a rare, unique or representative collection of significant natural resources</i>	No	This criterion is not relevant to the area.
<i>Represents, or is a result of, a significant technical or scientific achievement</i>	No	This criterion is not relevant to the area.

## District Integrity

Figure 5: 360-362 Dundas Street, 2019, EVOQ (right)

## Visual, Functional, or Historical Coherence

<i>Criterion</i>	<i>Significance</i>
<i>Reflected in the consistency or resource related to the cultural heritage values and character of the district. It can be determined by analyzing resources in a district to understand if there are common thematic, architectural or associative characteristics that unify, relate to, and communicate the cultural heritage values of the district</i>	<p>Yes – The district displays a high level of visual, functional and historical coherence. It is primarily a residential neighbourhood where most of the buildings were constructed in a narrow time period.</p> <p>Visually, the buildings share design characteristics: one to three storey buildings on narrow lots; a rhythmic datum line created by soffits of the side gables with projecting front gabled bays with one to three storey bay windows, or mansard roofs with one to three bay windows; the predominant use of brick and decorative details; the rectangular windows with segmentally arched, flat or pointed windows; and the decorative wood detailing such as vergeboard and eaves trim.</p> <p>Functionally and historically, the district contains residential and main street (commercial) characteristics and usages. It is predominantly residential in character, but includes on the main arterial streets various retail (stores, restaurants, and hotel) and institutional (library, community centres, social services) uses that work together to support the local community and create its unique street life and experience.</p>

## Authenticity

<i>Criterion</i>	<i>Significance</i>
<i>A district should retain most of its original or appropriate materials, layout and structures related to its identified values. Where alterations and infills exist they are generally sensitive, compatible and reinforce the cultural heritage values of the district</i>	<p>Yes – The district has maintained its original character with a high level of authenticity as seen in its buildings, spatial organization, and materials. The street grid has mostly maintained its original layout and reflects Toronto's early residential development patterns of long and narrow north-south blocks bisected by laneways and east-west arterial streets. More than half of the buildings were constructed in a narrow period between 1870 and 1899. The residential buildings share similar design characteristics with narrow lot frontages and either side gables with intersecting front gable bays or mansard roofs; varying bay window treatment; and similar construction materials and details.</p>





## 7. RECOMMENDATIONS

## Recommendations

### General Recommendations

A portion of the Cabbagetown Southwest study area merits designation as a Heritage Conservation District under Part V of the Ontario Heritage Act based on an analysis of its history, character and appearance. It is recommended that a Heritage Conservation District Plan be prepared for the area to manage change within the neighbourhood in order to conserve its cultural heritage values, and that additional stakeholder consultation be undertaken. Properties within the portion of the study area that does not merit HCD designation have been analyzed, and buildings have been recommended for further research.

### Statement of District Significance

#### *Cabbagetown Southwest Heritage Conservation District*

Cabbagetown Southwest's Cultural Heritage Values are based on its historical and associative value as an early 19th century residential neighbourhood primarily built within a 20-year period with a diverse socio-economic population and its associated institutions, social services, and industries; its design and physical value as an area with a high concentration of mid to late 19th and early 20th century architectural styles with similar construction methods, details, and materials, and a high quality of craftsmanship; its contextual value as a cohesive Victorian neighbourhood related to the larger Cabbagetown area; and its social and community value related to its historic and present-day institutions, the LGBTQ+ community, and on-going community advocacy.

#### *Description of Historic Place*

Cabbagetown Southwest is a Victorian neighbourhood located east of Toronto's downtown. It was developed throughout the latter half of the 19th century and into the early 20th century. It sits to the south of the Cabbagetown Northwest HCD, southeast of the Cabbagetown South HCD, and east of the Garden District HCD.

The neighbourhood is an excellent representation of Toronto's early residential expansion and includes diverse housing typologies that reflect the historic diversity in the socio-economics of middle and working class neighbourhood residents. The built form is defined by a collection of late 19th century Victorian houses that are predominantly 2.5 storeys in height, with a rhythmic

datum line with punctuating front gables, creating a cohesive street wall with projecting and recessing bays. The houses are situated on narrow lots and in close proximity to each other, lining long, uninterrupted blocks in a grid organization and maintaining rear and side laneway access.

Its boundaries are Doctor O Lane to the north; Central Hospital and Oskenonton Lanes, and Seaton Street to the west; Catbird, Woodward Evans, Heads Lanes, and Berkeley and Poulett Streets to the east; and a toothed border to the south which includes all properties on Seaton Street, Ontario Street to numbers 218 and 219, and Berkeley Street to numbers 232 and 251. No properties on Poulett, Shuter or Milan Street (except for Number 270) are included.

#### *Cultural Heritage Value*

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, and 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 high concentration of late 19th century residential buildings with 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 bay 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 the city. 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 (DVCRA) 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*

Heritage attributes are the physical, spatial and material elements within the district that convey its heritage character and that should be conserved. Historical and associative attributes are features that convey the history of the district, from its early sub-division as a diverse socio-economic neighbourhood to its establishment of social services and development of industries. Design and physical attributes reflect the design of Cabbagetown Southwest as a Victorian era neighbourhood built within a narrow period of time.. Contextual, social and community attributes support a sense of place, defining the context of Cabbagetown Southwest and its community values.

Heritage attributes include buildings, streets and open spaces that are a collective asset to the community. Heritage attributes can range from physical features, such as building materials or architectural motifs, to overall spatial patterns, such as street layout and topography.

### *Heritage attributes that embody the historical and associative values of the district include:*

- 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.

### *Heritage attributes that embody the design and physical values of the district include:*

- 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 soffits punctuated with front gables;
- The articulation of the elevations with bay 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.

*Heritage attributes that embody the contextual values of the district include:*

- 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

*Heritage attributes that embody the social and community values of the district include:*

- 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.

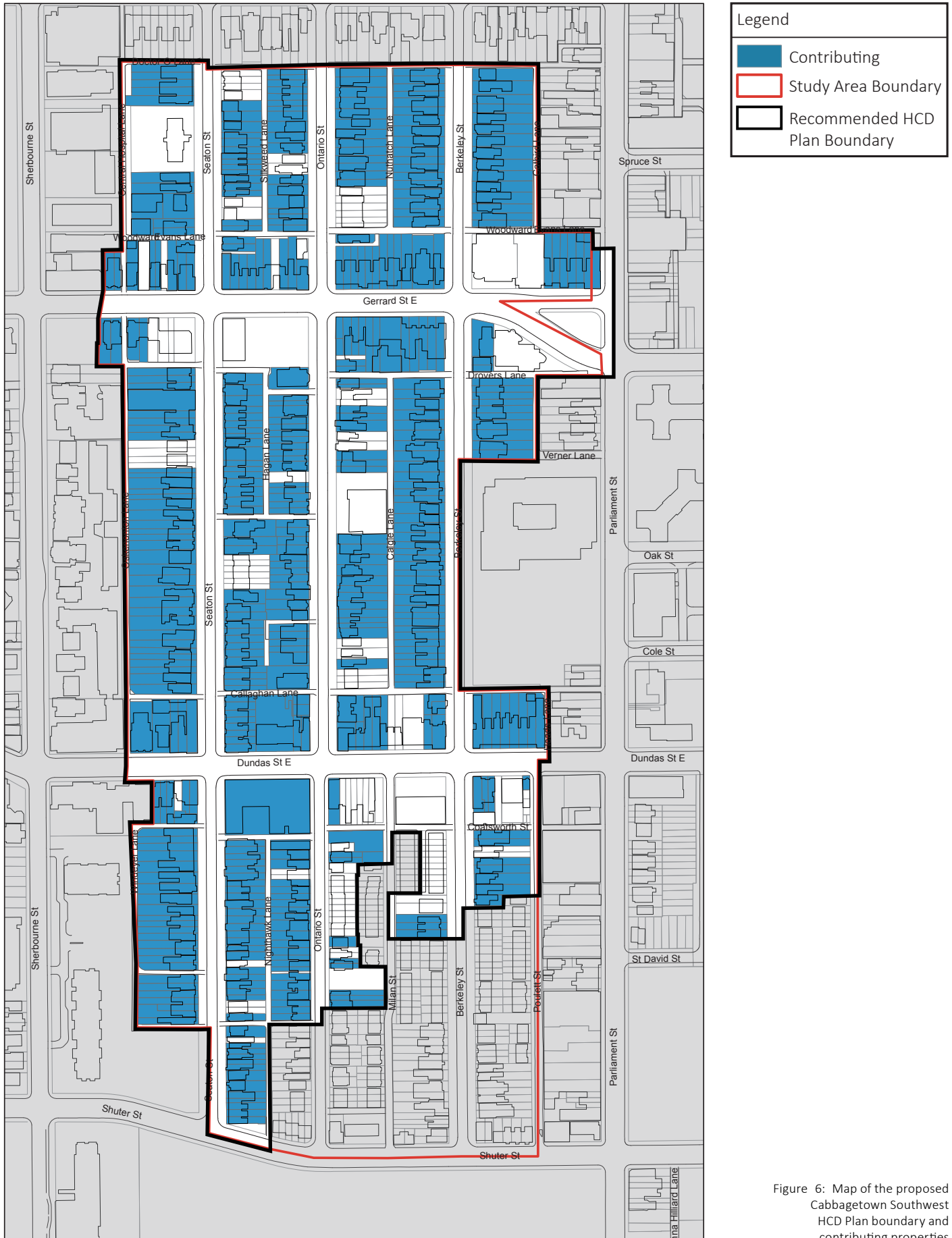


Figure 6: Map of the proposed Cabbagetown Southwest HCD Plan boundary and contributing properties

## Proposed Boundary

The results of the Character Analysis (Chapter 5) and Evaluation of Significance (Chapter 6) established that the heritage character of the Cabbagetown Southwest area closely reflects the Development and Intensification (c. 1856 – 1919) and Residential Decline and Industrialization (1920 – c.1945) periods which defined development in the district.

The proposed Cabbagetown Southwest HCD boundary includes 603 properties from the study area, including the Ontario Street Parkette, and has been extended to include Anniversary Park (410 Parliament Street) at the intersection of Gerrard and Parliament Streets. The boundary excludes all properties fronting Poulett, Shuter, and Milan Streets (except for 270); as well as the properties fronting Berkeley Street south of address numbers 230/249C, and properties fronting Ontario Street south of address numbers 218/219. (Figure 6)

The boundary for the Cabbagetown Southwest district, therefore, includes:

- Properties constructed within the Development and Intensification (c. 1856 – 1919) and Residential Decline and Industrialization (1920 – c.1945) periods

## Potentially Contributing and Non-Contributing Properties

Properties within the proposed Cabbagetown Southwest HCD were individually evaluated to determine whether they contribute to the area's heritage value. The buildings that best exemplify the overall themes and periods of significance in the Cabbagetown Southwest study area were mapped and reviewed. These buildings illustrate the history, evolution, physical character, and significant typologies and uses of the district.

Buildings that have been identified as contributing to the heritage character of Cabbagetown Southwest include those that:

- were constructed during the Development and Intensification (1856-1919) or the Residential Decline and Industrialization (1920-1945) periods;
- are a prevailing typology such as bay and gable or Ontario Cottage; and/or
- maintain their integrity and/or has contextual value as part of a row of historic buildings

In addition to the built form of the district, the street grid and property lot divisions have also been identified as a contributing feature to its cultural heritage value. The block patterns, fine grain, setbacks and stepbacks, and repetitive property sizes are distinctive and unique – and as such, a considered to be an important character-defining feature of the district.

Two categories of properties were identified:

5. Contributing properties that add to the overall cultural heritage values, character, and integrity of the district, and also possess architectural merit and design value in themselves; and
6. Non-Contributing properties that do not add to the overall cultural heritage values, character, and integrity of the district. Their demolition would not negatively impact the cultural heritage value of the district.

Please refer to Appendix C for a list of Contributing and Non-Contributing Properties.





## Statement of Objectives

The City of Toronto's Terms of Reference for Heritage Conservation Districts in Toronto states in HCD Policy 8:

The primary objective for every Heritage Conservation District is the protection, conservation and management of the attributes and heritage resources of the district so that the area's historic significance, cultural heritage values and character, as identified in the HCD Study and Plan, are protected in the long-term.

In keeping with HCD Policy 8, the following objectives were developed from the understanding and analysis of the district's history and character to ensure that the resulting HCD Plan is able to conserve and enhance its cultural heritage values.

### *Cabbagetown Southwest HCD*

1. Conserve, maintain and enhance the cultural heritage values of the District as expressed through its heritage attributes, contributing properties, public realm, and character areas.
2. Conserve the legibility of the District's periods of significance that expresses its Victorian era character and subsequent industrialization.
3. Conserve and enhance the District's contributing properties, Part IV designated properties and listed properties.
4. Ensure complementary alterations to contributing properties and prevent the removal of heritage attributes from contributing properties within the District.
5. 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.
6. 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.
7. Conserve and enhance the District's human scale built form that supports and enhances the pedestrian main street experience.
8. Conserve and enhance the identified views and gateways.
9. Ensure harmony of materials between new and old, including type, colours, scale, finishes and details.
10. Conserve and enhance the well-defined and articulated streetwalls (streetscapes) of the district, including the horizontal datum line.
11. Conserve and enhance the fine grain built-form with slightly raised entrances.
12. Conserve, support and enhance the social, cultural and community values of the District.
13. Ensure that development and alterations adjacent to the district conserve the District's cultural heritage value.

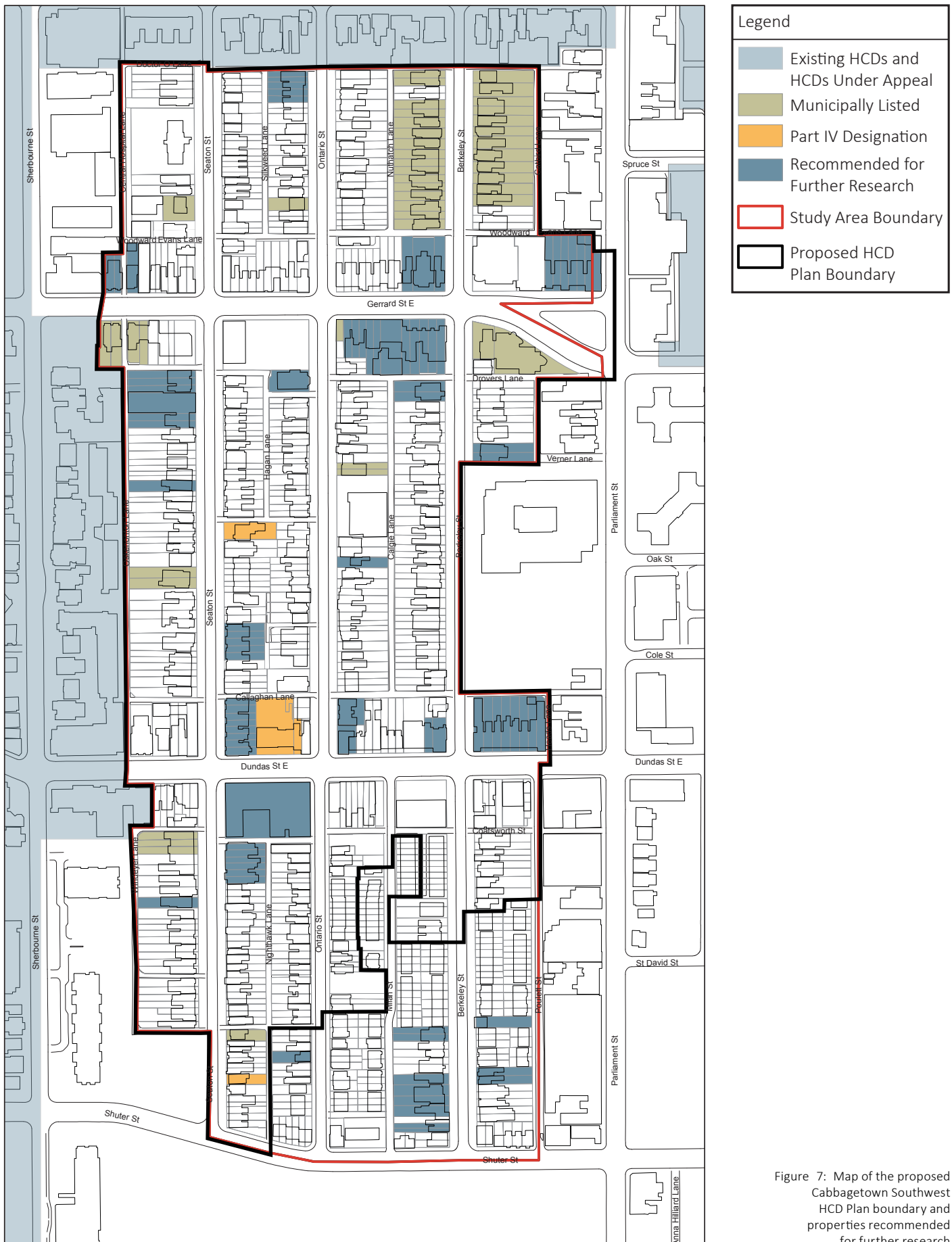


Figure 7: Map of the proposed Cabbagetown Southwest HCD Plan boundary and properties recommended for further research

### Recommendations for Further Research

The study area currently includes 44 properties that are listed in the City of Toronto's Heritage Register, and 9 properties that are designated under Part IV of the Ontario Heritage Act.

By analyzing the built form survey and thematic history, a number of buildings were identified as having a high degree of design value and are being recommended for further research. Please Refer to Appendix E for a list of properties recommended for further research. (Figure 7)

Figure 8: East side of Seaton Street looking from Dundas Street (right)



## 8. ANALYSIS OF OFFICIAL PLAN AND CURRENT ZONING PROVISIONS

Analysis of Official Plan and Current Zoning Provisions  
prepared by Urban Strategies Inc.

**URBAN  
STRATEGIES  
INC .**

# Analysis of Official Plan and Current Zoning Provisions

## Introduction

The existing planning framework for the proposed HCD boundary of Cabbagetown Southwest includes several different layers of policy. The purpose of this analysis is to identify any potential conflicts between current policy and the historic built form within the study area.

The following section reviews the various planning policies in effect within the proposed HCD boundary. It describes the key elements of the Provincial Policy Statement 2014, Growth Plan for the Greater Golden Horseshoe, City of Toronto Official Plan, Downtown Secondary Plan, and Zoning By-law 569-2013. There are no applicable Site and Area Specific Policies or Special Policy Areas. Finally, there is a brief analysis of how several key attributes of the neighbourhood's properties and housing stock compare to the zoning regulations.

## Review of Current Planning Framework

### *Provincial Policy Statement*

Land use planning in Ontario is governed by the Planning Act. It provides clear direction to include cultural heritage conservation as part of municipal and provincial decision making. The Provincial Policy Statement, 2014 (PPS), issued under Section 3 of the Planning Act, provides policy direction on matters of provincial interest related to land use planning and development. The Planning Act requires municipal and provincial land use planning decisions to be consistent with the PPS. It is intended to be read in its entirety and the relevant policies applied to each situation. The current PPS came into effect on April 30, 2014 and applies to planning decisions made on or after that date.

The PPS seeks to balance appropriate development with the protection of resources of provincial interest, public health and safety, and the quality of the natural environment. Ontario's long-term economic prosperity, environmental health, and social wellbeing are considered to be dependent on the protection of these resources. In 1.7.1.d the PPS encourages a 'sense of place' through well-designed built form and cultural planning, and "by conserving features that help define character, including built heritage resources and cultural heritage landscapes".

The PPS provides specific direction (Section 2.6) for the protection of built heritage, cultural heritage landscapes, archaeological resources and areas of archaeological potential, both on a development site and where development is proposed on an adjacent property. Policy 2.6.1 states that: "Significant built heritage resources and significant cultural heritage landscapes shall be conserved". Policy 2.6.2 directs that: "development and site alteration shall not be permitted on lands containing archaeological resources or areas of archaeological potential unless significant archaeological resources have been conserved." Similarly, the PPS (2.6.3) does not permit development and site alteration on properties adjacent to protected heritage property except where the proposal has been evaluated and demonstrated that the heritage attributes will be conserved. Adjacency is defined in the City's Official Plan. Policy 2.6.4 identifies archaeological management plans and cultural heritage plans as potential tools in protecting these resources.



### *Growth Plan for the Greater Golden Horseshoe, 2017*

The Growth Plan for the Greater Golden Horseshoe (Growth Plan) is a provincial plan that defines how and where long term growth and development should occur in the region. The Government of Ontario last updated the plan in 2017. It includes policies addressing transportation, infrastructure, land use planning, urban form, housing, and natural heritage protection on a regional scale, and places an emphasis on intensification in appropriate locations. All decisions by municipalities under the Planning Act shall conform to the Growth Plan.

There are several policies that relate to heritage. Section 1.2.1 Guiding Principles includes the following principle: “Conserve and promote cultural heritage resources to support the social, economic, and cultural well-being of all communities, including First Nations and Métis communities”. Section 4.2.7 Cultural Heritage Resources is comprised of three policies:

1. “Cultural heritage resources will be conserved in order to foster a sense of place and benefit communities, particularly in strategic growth areas.
2. Municipalities will 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.
3. Municipalities are encouraged to prepare archaeological management plans and municipal cultural plans and consider them in their decision-making.”

There are several notable Growth Plan designations that apply to the study area. Downtown Toronto is designated as an Urban Growth Centre, where the minimum density target is 400 jobs and residents per hectare. The area including and around any existing or planned higher order transit station or stop is known as a Major Transit Station Area, and includes the area within about 500 metres of the station (approximately 10 minute walk). Boundaries must be delineated by the City of Toronto in a way that “maximizes the size of the area and the number of potential transit users that are within walking distance of the station”. These are also areas in which intensification is to be directed, with 200 residents and job per hectare being the minimum target around subway station. Much of the block framed by Dundas Street East, Parliament Street, Shuter Street, and Sherbourne Street, is within a Major Transit Station Area related to the planned Relief Line subway station at Queen Street East and Sherbourne Street. Both Urban Growth Centres and Major Transit Station Areas are types of strategic growth areas. Referring back to Policy 4.2.7.1, the Growth Plan recognizes that heritage is worthy of conservation, particularly in areas targeted for intensification.

### *City of Toronto Official Plan*

The Official Plan for the City of Toronto implements the Province's policies and establishes the City's long-term vision for Toronto as a whole, the intention for a district or individual property, and decision-making criteria for zoning changes.

The Official Plan consists of seven major sections: Chapters One through Five contain broad guiding policies for planning and development, and objectives to advance physical, environmental, social and economic well-being. Chapter Four, in particular, addresses the specific land use categories and outlines the desirable development patterns and forms for each land use. Chapter Six includes Secondary Plans that provide more detailed policies to guide growth and change in defined areas. Chapter Seven outlines Site and Area Specific Policies that reflect unique conditions for approval that must be recognized for specific sites. There are currently no Secondary Plans nor Site and Area Specific Policies that are applicable to the study area.

### *Urban Structure*

The Official Plan implements an Urban Structure that manages future growth in the City. As identified in the Official Plan Map 2, the entirety of the developed land within the proposed HCD boundary is designated as part of the Downtown and Central Waterfront. The Official Plan recognizes that Downtown is increasingly attractive place to live, and directs that a full range of housing opportunities will be encouraged, including sensitive infill within Downtown Neighbourhoods such as Cabbagetown Southwest. It also directs in policy 2.2.1.5 that "the architectural and cultural heritage of Downtown will be preserved by designating buildings, districts and open spaces with heritage significance and by working with owners to restore and maintain historic buildings". The Plan goes on to indicate in policy 2.2.1.6 that "design guidelines specific to districts of historic or distinct character will be developed and applied to ensure new development respects the context of such districts in terms of the development's fit with existing streets, setbacks, heights and relationship to landmark buildings".

### *Heritage Resources*

Chapter 3 –Building a Successful City– contains policies to guide decision making based on the Plan's goals for the human, built, economic and natural environments. Section 3.1.5 Heritage Conservation contains policies for the conservation of Heritage Resources. The Official Plan emphasizes the importance of heritage for our collective identity and sense of place, and indicates the increased desirability and value that accompany conservation. There is additional focus placed on protecting properties and *cultural heritage landscapes*, archaeological sites and artifacts with interest to First Nations or Métis.

Policy 3.1.5.2 directs that significant heritage resources will be conserved by designating areas with a concentration of heritage resources as Heritage Conservation Districts and adopting conservation and design guidelines to maintain and improve their character. The policy also emphasizes that "the evaluation of cultural heritage value of a Heritage Conservation District may also consider social or community value and natural or scientific value".

Policies 3.1.5.30 to 3.1.5.33 relate specifically to Heritage Conservation Districts. Policy 3.1.5.30 states that a Heritage Conservation District study will be undertaken to determine the significance and cultural heritage value of a potential Heritage Conservation District. Criteria for evaluating this potential value are included in *Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference*. "Heritage Conservation Districts that have been evaluated to be significant for their cultural heritage value will be designated and conserved." Policy 3.1.5.31 indicates the content of HCD studies and plans, including: adherence to Council guidelines, periodic amendment, and "provisions addressing the relationship between the Heritage Conservation District Plan and the Official Plan and provincial policy within the context of the Heritage Conservation District Plan's directions for conserving the cultural heritage values and character of the Heritage Conservation District, its attributes, and the properties within it, including but not limited to identifying any required changes to the Official Plan and zoning by-law."

As explained in Policy 3.1.5.32, any development or improvements within or adjacent to a HCD will be evaluated through a Heritage Impact Assessment to ensure that the "integrity of the districts' heritage values, attributes, and character are conserved".

## Land Use

Chapter 4 –Land Use Designations sets out land use designations to implement the Official Plan. Each land use designation establishes general uses that are provided for in each designation. Map 14: Land Use designates the residential area in the Study Area as a Neighbourhood, while the properties along Gerrard Street East and Dundas Street are designated as Mixed Use Areas.

As per Section 4.1, Neighbourhoods are considered physically stable areas that contain a full range of residential uses within lower rise buildings, parks, schools, local institutions such as libraries and places of worship, and small-scale services serving the local community. Official Plan Amendment 320 (OPA 320), the majority of which is in-force as of December 2018, has introduced changes to this section of the Official Plan that strengthen the protection of neighbourhood physical character. Policy 4.1.5 directs that development will “respect and reinforce the existing physical character of each geographic neighbourhood”, including in particular:

- a) patterns of streets, blocks and lanes, parks and public building sites;
- b) prevailing size and configuration of lots;
- c) prevailing heights, massing, scale, density and dwelling type of nearby residential properties;
- d) prevailing building type(s);
- e) prevailing location, design and elevations relative to the grade of driveways and garages;
- f) prevailing setbacks of buildings from the street or streets;
- g) prevailing patterns of rear and side yard setbacks and landscaped open space;
- h) continuation of special landscape or built-form features that contribute to the unique physical character of the geographic neighbourhood; and
- i) conservation of heritage buildings, structures and landscapes.”

The Official Plan further states that “no changes will be made through rezoning, minor variance, consent or other public action that are out of keeping with the physical character of the neighbourhood”. Development within a Neighbourhood will be materially consistent with the prevailing physical character of properties in both the broader and immediate contexts. The prevailing building type will be the predominant form of development in the geographic neighbourhood.

Mixed Use Areas are expected to absorb most of Toronto’s growth, and permit a variety of commercial, institutional and residential uses. Development is intended to create a balance of use, provide for new jobs and homes, effectively transition between different scales of development, frame the edges of streets, and provide a high quality public realm. The Official Plan particularly emphasizes the importance of compatibility with adjacent Neighbourhoods with respect to height, massing, site design, and shadowing.

### *Downtown Secondary Plan (Under Review)*

The Downtown Secondary Plan applies to the entirety of Downtown Toronto, including all lands within the Study Area. The Plan is intended to ensure that Downtown continues to be liveable and economically competitive in the midst of unprecedented growth and development, and guides both public and private investment in the area.

The Plan's vision of the future is one where "new buildings have been shaped and scaled to fit within their setting, conserve heritage, improve liveability of the public spaces surrounding them and provide the amenities needed by residents and workers." The vision statement goes on to emphasize how "cultural and built form heritage is respected".

Support for complete communities is a fundamental goal of the Plan. Policy 3.3 in particular directs that new buildings will fit within their existing and planned context and conserve heritage attributes. Despite the fact that the Study Area is located within the Downtown Toronto Urban Growth Area as identified in the Growth Plan, the Downtown Plan makes it clear in Policy 4.1 that "Not all areas will experience the same amount of intensification. Development intensity will be determined by the policies of the Official Plan, this Plan and other applicable Secondary Plans, Site and Area Specific Policies, and Heritage Conservation District plans".

### *Mixed Use Areas*

The Mixed Use Areas of the Study Area – generally those identified as Mixed Use Areas in the Official Plan Land Use Map 18 and those zoned Commercial-Residential in Zoning By-law 569-2013 – are categorized as Mixed Use Areas 3 – Main Street in Map 41-3.

Policy 6.22 explains that "not all sites can accommodate the maximum scale of development anticipated in each of the Mixed Use Areas while also supporting the liveability of the development and the neighbourhood". Heritage buildings – whether adjacent or on-site – are one of the key considerations in determining appropriate scale. The Plan directs that Mixed Use Areas 3 will have a main street character and include a diversity of uses such as retail, services, restaurants and small shops at grade with residential, commercial or institutional uses above. As per Policy 6.28, development in Mixed Use Areas 3 will be in the form of low-rise and mid-rise buildings. Policy 6.30 clarifies that mid-rise development will be in keeping with the Mid-Rise Buildings policies of this Plan.

### *Priority Retail Streets*

Dundas Street East is identified as a Priority Retail Street as per Map 41-5. The ground floor frontage of development that fronts onto a Priority Retail Street will include only retail and service commercial space. When there is an existing fine-grain pattern of retail, larger stores must be designed and located to respect this prevailing character.

### *Priority Cycling Routes*

Gerrard and Shuter are both considered Priority Cycling Routes as per Map 41-12. Priority Cycling Routes are intended to contribute to well-connected cycling network across the Downtown. Development and street reconstruction will secure opportunities to provide additional links to the cycling network and additional bike parking spaces.

### *Rapid Transit station*

As per Map 41-4, a portion of the Study Area is within a Major Transit Station Area related to a planned rapid transit stop for the Downtown Relief Line at Queen Street East and Sherbourne Street. Roughly delineated as 500 metres from the planned station, these areas are intended in Growth Plan to achieve 400 people and jobs per hectare. Development in a Major Transit Station Area will prioritize mixed-use development.

### *Built Form*

Chapter 9 of the Downtown Plan details the built form policies for Downtown. The explanatory text emphasizes that heritage buildings and Heritage Conservation Districts are one of factors that will shape the type and scale of development that is appropriate. As such, there are a range of policies that specifically reference heritage.

Policy 9.1.2. explains that development will contribute to liveability through a number of design objectives, including the conservation of heritage. Policy 9.5 requires a 6 metre setback from the property line in Mixed Use Areas 3 to ensure a comfortable pedestrian realm; however, this may be relaxed when either a strong historic character of street oriented buildings exists or a heritage building is onsite. Policy 9.11 notes that development on sites that include or are adjacent to heritage properties will include base buildings that respect and reinforce the streetwall height, articulation, proportion, materiality and alignment established by the historic context. Finally, policy 12.4 encourages the adaptive re-use of properties on the Heritage Register as cultural spaces.

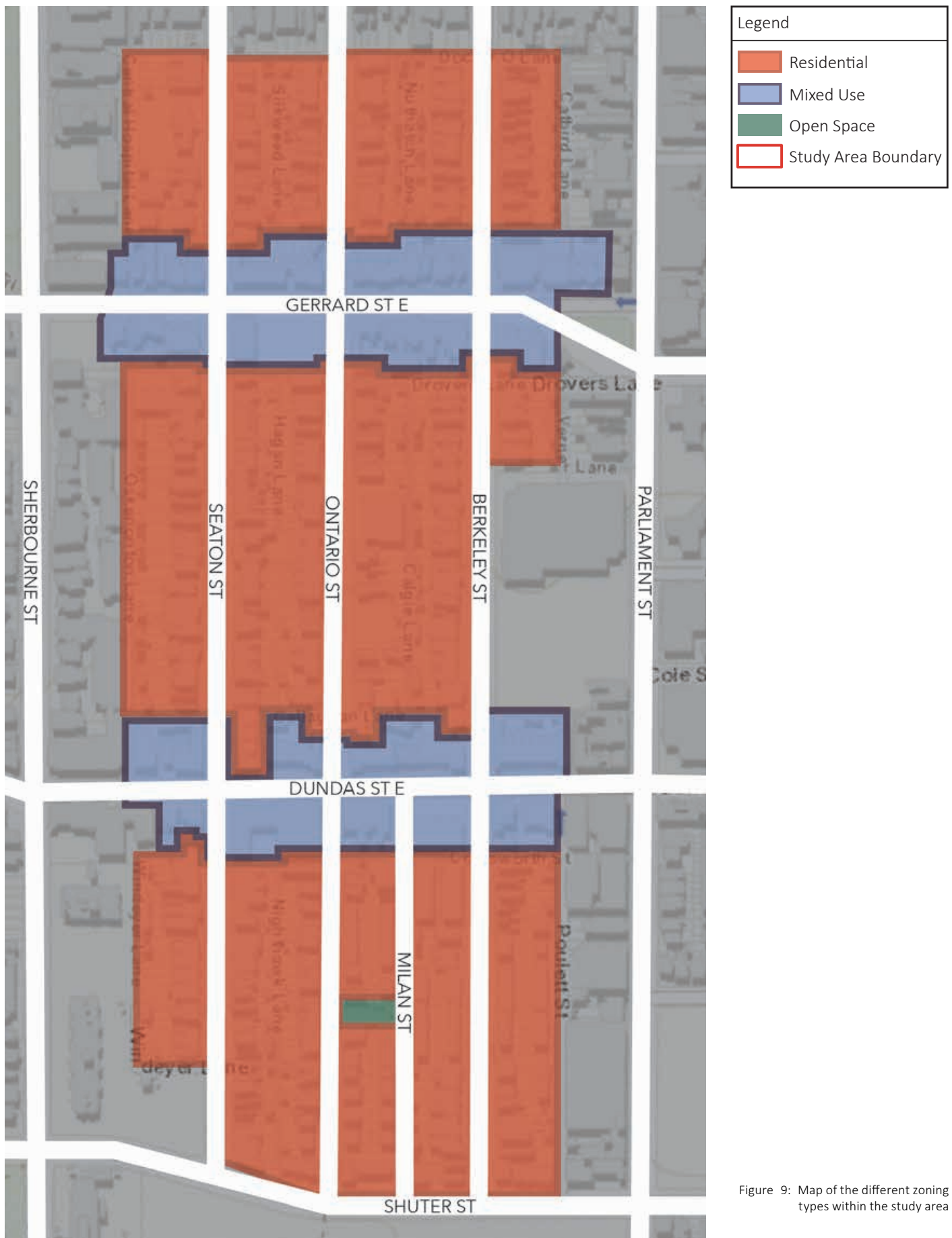


Figure 9: Map of the different zoning types within the study area

## Zoning By-Laws

Zoning regulations are intended to control site development and implement the broader policies set out in the Official Plan. The By-laws provide a number of standards related to land use, building height, setbacks, built form, gross floor area, parking and loading, among others. Essentially, zoning translates the higher-level directions of the Official Plan into specific rules that regulate what can be built, where it can be built, the form it can take, and how it can be used. With the exception of a few select properties, the study area is subject to the former City of Toronto Zoning By-law 438-86 and the new city-wide Zoning By-law 569-2013 until such time as By-law 569-2013 is in full force and effect. By-law 569-2013 generally carries forward the zoning from 438-86; as such, only By-law 569-2013 is reviewed below.

Per By-law 569-2013, the proposed HCD boundary contains three zones: *Residential (R)*, *Commercial Residential (CR)*, and *Open Space*. The zoning designations correspond

to land uses in the Official Plan. The properties located along the main streets – Gerrard Street East and Dundas Street East – are designated as *Commercial Residential*, permitting a wide variety of commercial, retail, institutional and residential uses. Some examples include art gallery, community centre, financial institution, police station, retail store, nursing home, student residence or apartment. An even greater range of uses are permitted if specific conditions are met.

The vast majority of properties within the Study Area are zoned *Residential*, which permits dwelling units in a variety of residential building types, including detached and semi-detached houses; townhouses; duplexes, triplexes and fourplexes; and apartment buildings. Other complementary uses are permitted if specific conditions are met. This includes uses such as day nursery, fire hall, group home, library, municipal shelter, or a place of worship.

The only property designated as *Open Space* is the Ontario Street Parkette at 227 Ontario Street.

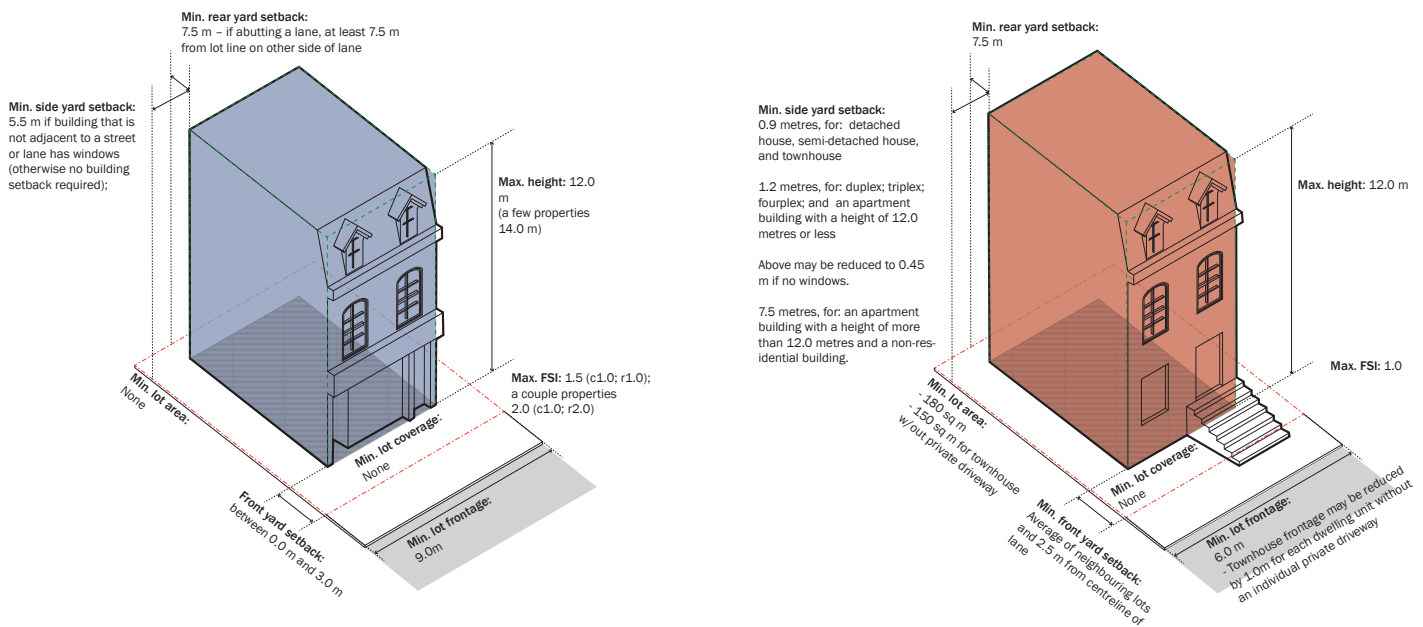


Figure 10: Graphics showing the different zoning allowances within the study area. Residential in coral and mixed use in light blue



### **Description of Zoning Regulations**

The following are the most relevant zoning regulations for this study:

#### ***Lot Frontage and Area***

Lot frontage is the width at the front of a property. Lot area is the size of lot.

#### ***Setbacks***

A setback is the distance from the lot line to the nearest part of a building or structure. The front yard setback is measured from the lot line dividing a lot from the street. The rear yard setback is measured from the lot line opposite the front lot line. The side yard setback is measured from the lot lines other than the front and rear lot line.

#### ***Height***

Heights is the distance between the established grade and the elevation of the highest point of the building

#### ***Floor Space Index***

The Floor Space Index (FSI) describes the permitted density of a site. It is calculated by dividing the gross floor area of the building by the lot area. The gross floor area is total area of each above-ground level of a building. For apartment buildings and non-residential buildings, there a number of areas that are excluded from the gross floor area calculation, including space devoted to mechanical systems, storage, or elevators.

For properties in the Commercial Residential (CR) zone, a maximum total density is provided as well as a maximum density for commercial uses and a maximum density for residential uses. For example, a zoning designation of CR 3.0 (c2.0; r:2.0) means that the maximum total density is 3.0 FSI, the maximum commercial density is 2.0 FSI, and the maximum residential density is 2.0 FSI. Therefore, in this situation the maximum for both commercial and residential floor area cannot be achieved simultaneously.

Although there are variations and site specific conditions within each designation, the main parameters are identified below:

*Table Matrix of Zoning Requirements for Residential and Commercial Residential Zoning*

	<i>Residential (R) Zone</i>	<i>Commercial Residential (CR)</i>
<i>Minimum lot area</i>	180 square metres  150 square metres for a townhouse without a private driveway	None
<i>Minimum lot frontage</i>	6.0 metres  Townhouse frontage may be reduced by 1.0 metres for each dwelling unit without an individual private driveway	9.0 metres
<i>Front yard setback</i>	Minimum is average of the setback in the neighbouring lots (unless the neighbouring building is >15m from property line of the subject site, in which case the minimum setback is 6.0 m)  Minimum is 2.5 metres from the centerline of a lane	Between 0.0 metres and 3.0 metres
<i>Minimum side yard setback</i>	0.9 metres for: detached house, semi-detached house, and townhouse. May be reduced to 0.45 metres if there are no windows.  1.2 metres for: duplex, triplex, fourplex; and an apartment with a height 12.0 metres or less. May be reduced to 0.45 metres if there are no windows.  7.5 metres for: an apartment building with a height of greater than 12.0 metres; and non-residential buildings.	5.5 metres if the building has windows (and is not adjacent to a street or a lane); otherwise, no setback required
<i>Maximum height</i>	12.0 metres	Generally: 12.0 metres  For a few properties: 14.0 metres
Maximum Floor Space Index	1.0	Generally: 1.5 (c1.0; r1.0)  For a few properties: 2.0 (c1.0; r2.0)



Figure 11: Map of the properties that conform to the zoning allowance for front yard setbacks

### *Exemptions from zone regulations*

If a lawfully existing building or lot does not reflect the current zoning regulations, the existing building is still considered to conform to the By-law. However, any future addition, extension or building replacement, with some exceptions, must comply with the current in-force regulation for that zoning category.

### **Policy Summary**

Cabbagetown Southwest is a neighbourhood with a consistent, fine-grained street character. The Official Plan designates the entirety of the built-up area as a Healthy Neighbourhood, described as stable, but with some changes to be expected. The Plan directs that new development in Neighbourhoods must respect and reinforce the existing physical character, including: the patterns of streets; size and configuration of lots; heights, massing, scale and dwelling type; setbacks of buildings from the street or streets; continuation of special landscape or built-form features; and conservation of heritage buildings, structures and landscapes. Development must be materially consistent with the prevailing physical character of properties in both the broader and immediate contexts. The prevailing building type is defined as that which is predominant in the geographic neighbourhood. This policy direction strongly supports the preservation of Cabbagetown Southwest in its current form.

The City of Toronto Zoning By-law 569-2013 provisions generally reflect the standard parameters for Residential and Commercial Residential zones in Toronto. The lot regulations allow a variety of building types, including medium density residences such as townhomes and triplexes. However, there are no aspects of the By-law that reflect the character of Cabbagetown Southwest in particular. Zoning encourages wider lot frontages and larger lot area than many properties with heritage character and does not fully protect the consistent front setback of the streetwall.

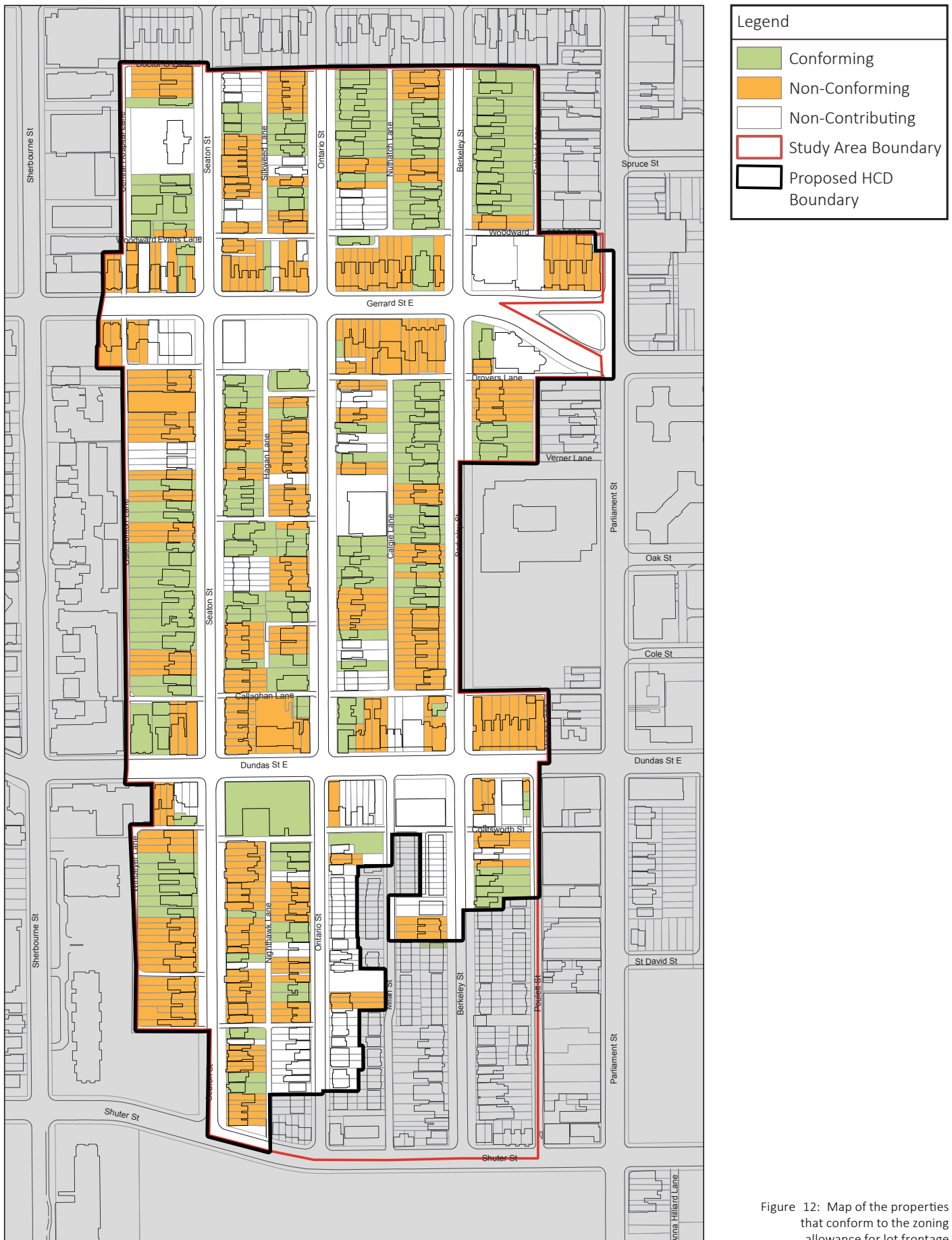


Figure 12: Map of the properties that conform to the zoning allowance for lot frontage

## Heritage Built Form and Zoning Summary

In determining whether zoning is an effective tool to preserve and reinforce the heritage character of the Study Area, it is important to compare policy with practice. The following is an analysis that contrasts the built form of the approximately 500 *contributing* properties within the Study Area with the zoning regulations most relevant to a heritage study. *Contributing* properties are those that help define and preserve the heritage character of the area.

### *Residential*

#### *Lot Frontage*

Approximately 40% of the residential properties in the Study Area have a lot frontage that meets or exceeds the minimum requirements of the By-law.

#### *Setbacks*

58% of the residential properties conform with the minimum front setback.

### *Commercial Residential*

#### *Lot Frontage*

Only 10% of the commercial residential properties have a lot frontage that meets or exceeds the minimum By-law requirement.

#### *Setbacks*

About 64% of the properties conform to the front yard setback requirement.

## *Summary*

The By-law provisions appear to conflict with some of the historic built form characteristics of the neighbourhood. Lot frontage demonstrates a high degree of inconsistency, particularly for the properties along the main streets. There is also significant inconsistency related to the front yard setback, though to a lesser degree.

In addition, although a quantitative analysis has not been completed, it has been recognized that the height permission of 12.0 metres for the residential areas exceeds the typical historic built form. The potential for impact differs throughout the study area. Along street segments with significant clustering of 3-3.5 storey homes, the presence of 12.0 metre new dwellings may not cause concern. However, this may differ along other street segments in the study area that predominantly 2-storey or less.



## Recent Planning Applications

### Minor Variances

The Committee of Adjustment is delegated authority by City Council to make decisions on minor variances from the Zoning By-law; to grant permission for altering or changing a lawful non-conforming use of land, buildings or structures; and to make decisions on applications to alter lot configuration.

Between January 2009 and February 2019, the Committee of Adjustment received applications for minor variances on 49 properties within the proposed HCD Plan boundary. The variances requested were summarized as 71 distinct changes, sorted into four categories of changes that are visible from the street, and six that are not. (Figure 13) For example, a change labeled as a “rear addition” may include By-law variances that permit increased height, increased building depth, and decreased rear setback. Some properties applied for multiple changes.

The changes that are visible from the street are most

significant from a heritage perspective. Of the seven new dwellings proposed, five had heights greater than were permitted by the By-law. Four of these applications were refused by the Committee of Adjustment, and three of those that were refused were eventually approved at the Ontario Municipal Board (OMB). Of the three applications that proposed a reduced lot frontage, all were refused by the Committee of Adjustment, although two were eventually approved at the OMB. Six applications requested a reduced side yard setback; five of these were initially refused by the Committee of Adjustment, and three were eventually approved at the OMB. It is important to note the refusals did not necessarily have to do with this specific variance request being deemed inappropriate.

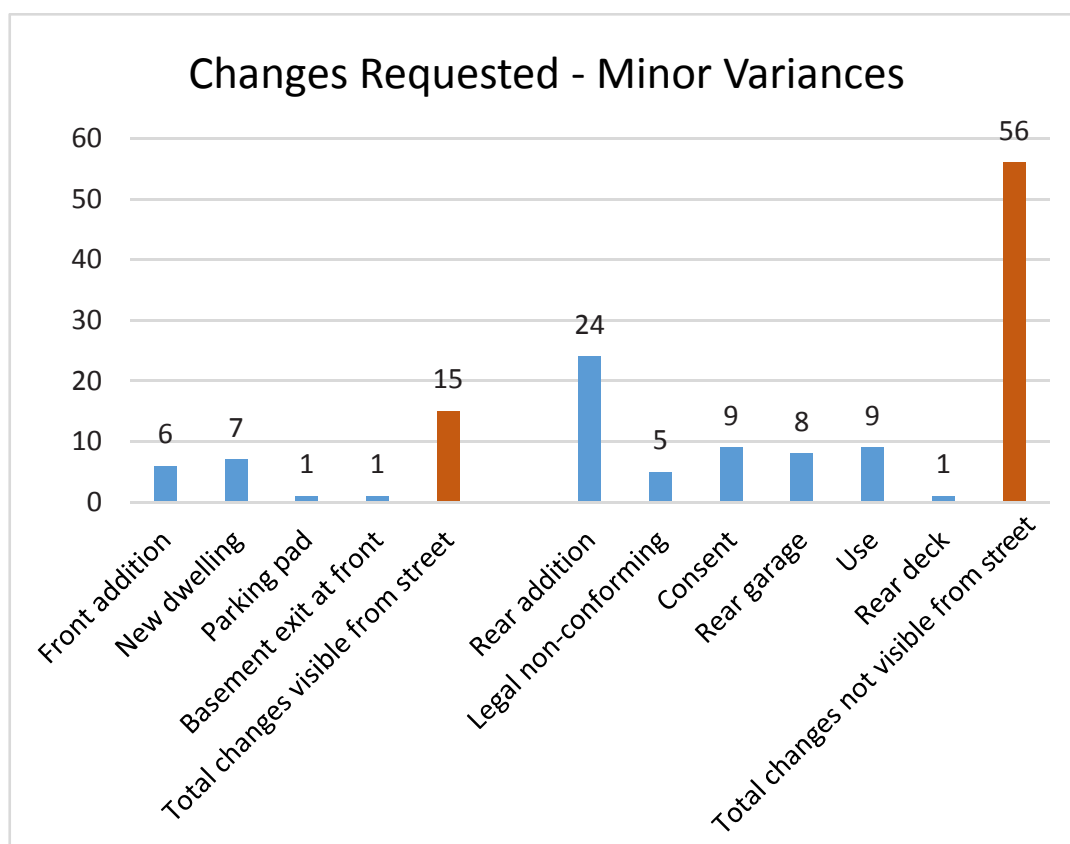


Figure 13: Bar graph depicting the total number of minor variances and the number of individual types of minor variances

### Building Permits

Under the Building Code Act, a building permit is required for the construction and/or demolition of a new building, an addition, or material alteration of any building or structure.

Between January 2009 and February 2019, Toronto Building received applications for building permits for 101 properties within the proposed HCD Plan boundary. The variances requested were summarized as 216 distinct changes, sorted into six categories that are visible from the street, and nine that are not. (Figure 14)

The changes that are visible from the street are most

significant from a heritage perspective. As can be seen in the accompanying chart, only about 12% of changes are visible. These changes include building demolition, front additions, and alterations to the front façade, the construction of a front porch or deck, the construction of a front walkout or stairs, or the development of a new dwelling.

### Summary

A significant majority of the changes proposed as part of both minor variance and building permit applications are those that would not be visible from the street. In these cases, this would mean there would be limited if any impact on the heritage character of the area. The other changes, those visible from the public realm, would need to be individually analyzed to assess their potential impacts.

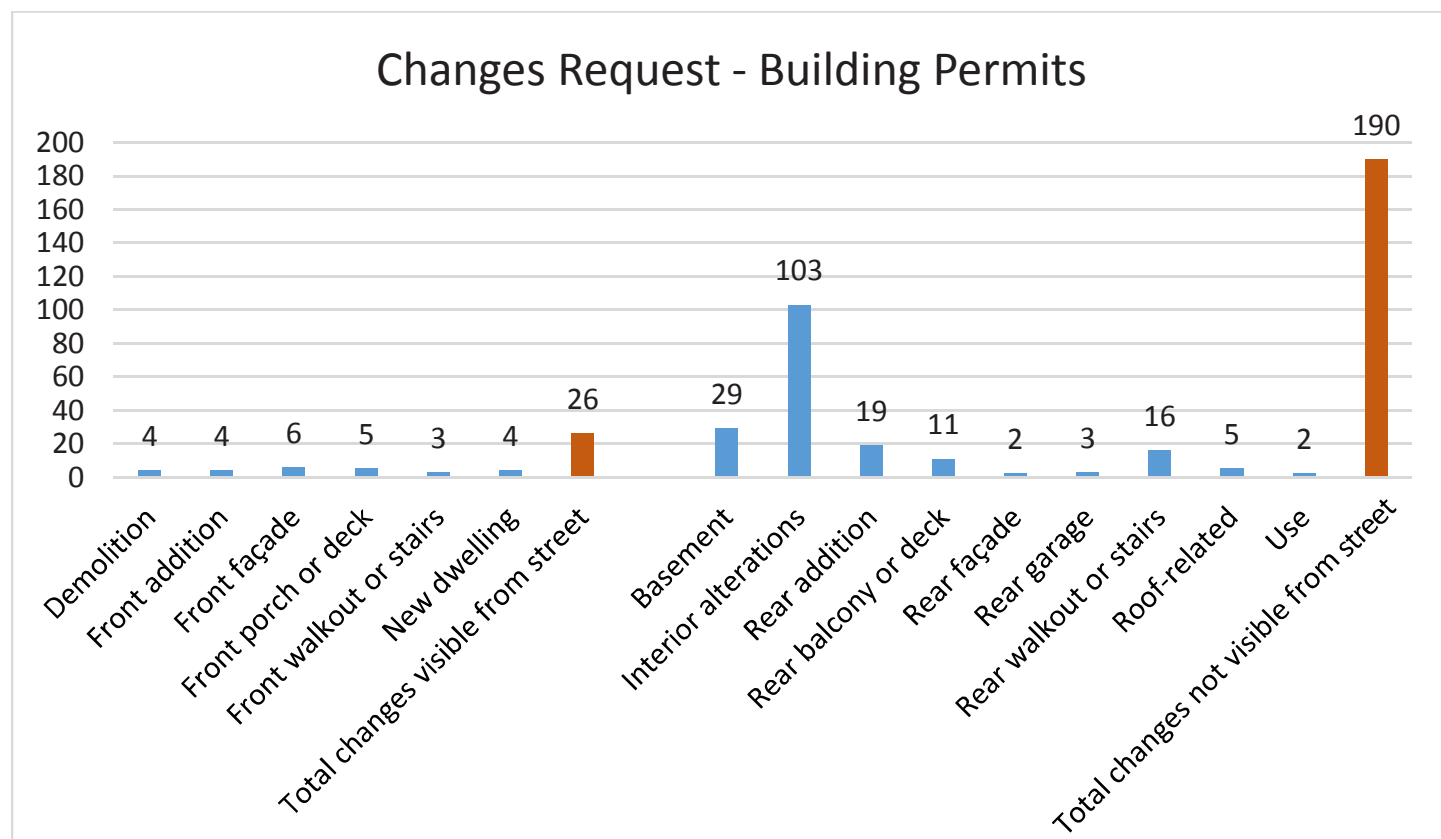


Figure 14: Bar graph depicting the total number of building permits and the number of individual types of building permits

## Discussion and Conclusions

As detailed in Chapter 5 of this report, the streetscape of Cabbagetown Southwest reflects the built form and landscape character of Toronto neighbourhoods from the late 19<sup>th</sup> century. 2-2.5-storey semi-detached homes and rowhouses are tightly arranged on narrow lots with limited side setbacks that create a well-defined and continuous streetwall. Although they vary depending on the street, front yard setbacks are also quite limited throughout the study area, providing the neighbourhood with a pedestrian-oriented sense of scale and encouraging a sense of community.

Although the Zoning By-law is generally respectful towards the character of the area, there is inconsistency with certain characteristics of the historic built form and lot configurations. Only 58% of the residential-zoned properties conform to the front setback regulations, along with 64% of the commercial-residential zoned properties. For the residential properties, the required setback depends on the setbacks of its neighbours; specifically, the minimum setback is the average of the setbacks of the adjacent properties. Although this potentially allows for zoning compliance despite variation in setback, it also regulates building setbacks in a way that does not reflect historical building-to-site configurations. This is not an issue for existing *contributing* buildings that were constructed prior to the current By-law; these buildings have been grandfathered, and are considered to conform. However, new construction or additions to existing buildings must adhere to the current By-law, potentially modifying the historic building-to-site configurations and altering the character of neighbourhood over time.

With respect to lot frontage, the average frontage in the residential zone is 6.2 metres, just above the 6.0 metres minimum. 40% of properties conform. The historic character of the area, with typically narrow lot frontages, conflicts with the city-wide standard for the residential zone. The average frontage in the commercial-residential zone is 8.7 metres, just below the 9.0 metres minimum. This average is inflated by the sizes of several very large properties; only 10% of individual properties actually conform. Given that many of the buildings along Gerrard Street East and Dundas Street East are historically residential buildings (and many are still used as such today), it is no surprise that the typical lot frontage is smaller than required for commercial-residential property today. However, lot frontage are not attributes that can be easily changed, and thus is of limited concern.

Upon reviewing the number of contributing properties whose setbacks and frontages that do not meet the By-law requirements, it is clear that the zoning does not reflect the spatial complexity and diversity of the neighbourhood. For these criteria, zoning as currently written is a blunt tool. While minor changes to the Zoning By-law could be considered to better reflect the character of the area, there are several factors that mitigate the need for change:

- First, it is important to recognize that zoning is not an appropriate tool for preserving property-specific elements. If particular elements of character are consistent for a broader area, zoning can be modified to reflect this. However, Cabbagetown Southwest has a variety of different built form typologies that collectively comprise the heritage character. For example, there is no standard front yard setback; although they are generally limited (with an average of 2.2 metres), there is a high great degree of variation, which often corresponds to the particular street or even side of a street. Zoning is not designed to respond to these site-specific details, except if a specific change is proposed.
- Second, these inconsistencies will generally not allow for substantive impact on heritage character. Given that lot configurations and built form are not consistent across the study area's contributing properties, slight changes encouraged by zoning will generally have limited impact. Further, minor variances are designed to allow for slight modifications to the zoning by-law – a reduction in the side yard setback, for example, would be granted if this would reflect the prevailing context.
- Third, pressure from proposed and approved development is generally low. Many of variances requested and granted are to construct buildings that reflect the area's prevailing character.
- Fourth, Official Plan Amendment 320 came into force in December 2018. Amongst the changes is increased protection for the existing character of residential neighbourhoods. Policy now states that “no changes will be made through rezoning, minor variance, consent or other public action that are out of keeping with the physical character of the neighbourhood”. Development within a Neighbourhood will be materially consistent with the prevailing context, and the prevailing building type is defined as the predominant form of development in the geographic neighbourhood. Although it is not possible to be certain of the impact of policy, many planners predict that changes to built form that do not directly reflect the existing context will no longer be approved. Instead of being based upon a vague conception of harmony with its surroundings, neighborhood compatibility will be defined as having achieved a certain degree of sameness. Therefore, there may be far fewer minor variance approvals that do not reflect the existing character of Cabbagetown Southwest.

Due to these four factors, adjustments to the Zoning By-law to incorporate heritage reflective regulations is not recommended at this time. A Heritage Conservation District Plan will address many outstanding concerns. Prior to making any changes to the Zoning By-law provisions, further study should be undertaken to understand the heights of contributing properties within the study area, and better assess the impact of new residential development that reaches up to and above 12.0 metres in height.



## 9. Engagement Summary Report



Figure 15: Typical streetscape photo within Cabbagetown Southwest



Engagement Summary Report Prepared by Lura Consulting

### Executive Summary

The Cabbagetown Southwest Heritage Conservation District (HCD) Study was prioritized by City Council in March 2015. The study was recommended to provide an overall understanding of the area's history and heritage character and to determine if designation as a Heritage Conservation District (HCD) would be an appropriate heritage planning tool for the area. The Cabbagetown Southwest HCD Study included a comprehensive property inventory, historical research, character analysis, evaluation of the area's heritage value, and a review of the area's existing planning framework to determine if the Study Area warrants designation.

City Planning engaged a consultant team, led by EVOQ Architecture with Urban Strategies, to conduct the Cabbagetown Southwest HCD Study. In parallel, EVOQ Architecture retained an independent neutral third-

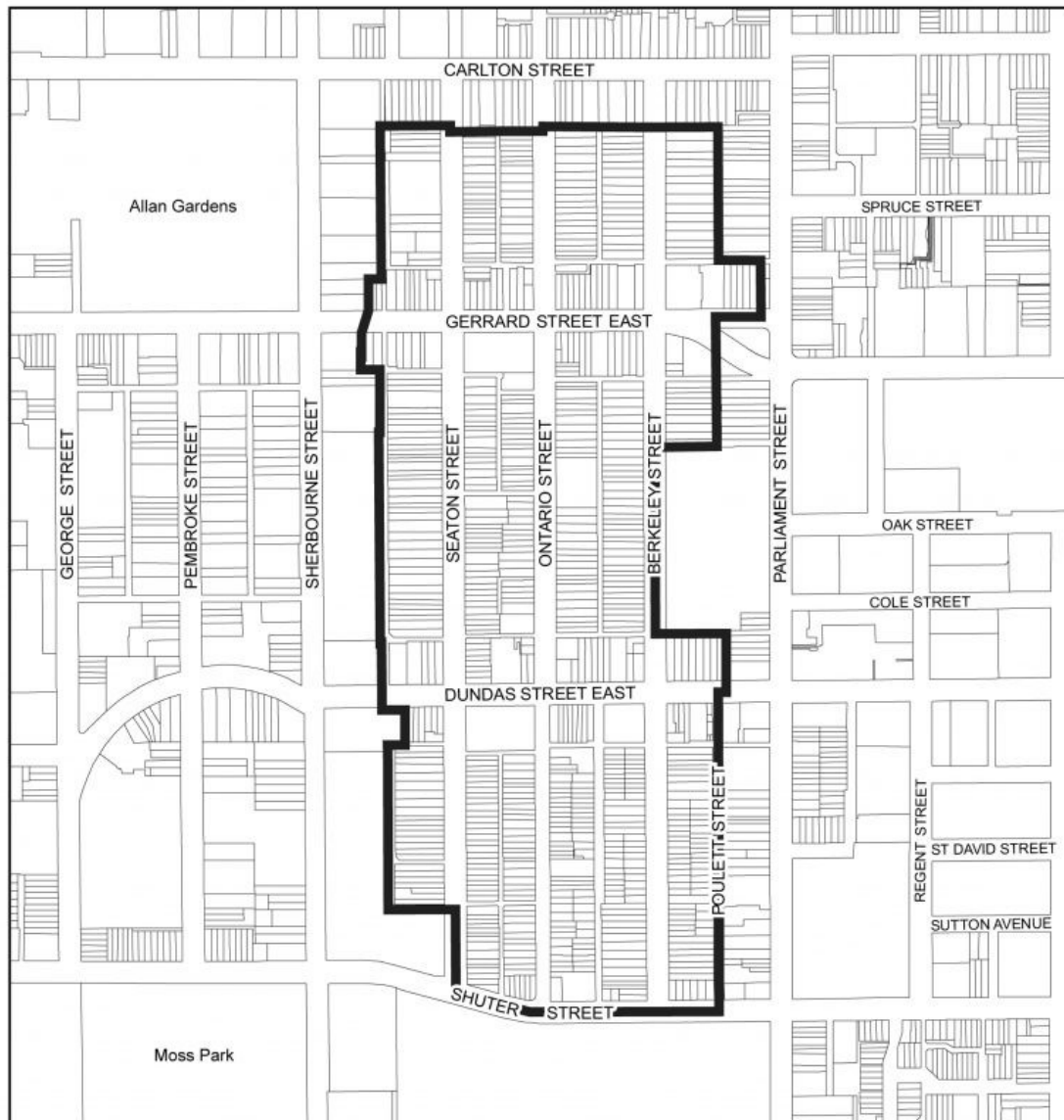
party facilitator, LURA Consulting, to work with the City and consultant team to develop and conduct the community engagement process. The overall objective of the engagement process was to gather community input and feedback to inform the HCD Study. The community engagement process took place between July 2018 and April 2019 and included two Community Consultation Meetings (CCMs) and three Community Advisory Group (CAG) meetings.

This Engagement Summary Report outlines the consultation approach, outreach tools used and provides an overview of the key feedback themes heard from consultation participants during the Cabbagetown Southwest HCD Study process.



## 1.0 Introduction

The Cabbagetown Southwest HCD Study Area (Figure 1) is generally bound by Sherbourne Street to the west, Carlton Street to the north, Parliament Street to the east and Shuter Street to the south. The study area is part of the larger 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.



**TORONTO**  
Study Area

**Cabbagetown South West  
Heritage Conservation District Study Area**

 District Boundary



Figure 16: Cabbagetown Southwest HCD study area

Not to Scale  
3/23/2017

## 2.0 Overview of Community Consultation Process

The overall objective of the engagement process was to gather community input and feedback to inform the HCD Study analysis, evaluation and recommendations. The engagement process provided face-to-face opportunities for public participation.

Between July 2018 and April 2019, two community consultation meetings (open houses) and three community advisory group meetings were held as part of the Cabbagetown Southwest HCD Study engagement process. The date, locations and number of participants who attended each session are listed in the table below.

Project updates and notices of engagement opportunities were posted on the City of Toronto's [webpage](#). The public also had the ability to reach City staff or LURA throughout the study with any questions, feedback and concerns. Sections 2.1 and 2.2 of this report provide an overview of the engagement tools and process, while Section 3 provides a summary of the feedback provided by community members. Summaries from each Community Consultation Meeting (CCM) and Community Advisory Group (CAG) meeting are provided as appendices to this report.

<i>Date</i>	<i>Location</i>	<i>No. of Participants</i>
<i>Community Consultation Meetings (open houses)</i>		
July 5, 2018	Central Neighbourhood House, 349 Ontario Street	40 people
April 25, 2019	Central Neighbourhood House	24 people
<i>Community Advisory Group Meetings</i>		
October 2, 2018	Central Neighbourhood House	8 members
November 13, 2018	Central Neighbourhood House	9 members
March 25, 2019	Central Neighbourhood House	8 members

## 2.1 Community Consultation Meetings

The Community Consultation Meetings (CCM) were public open house style events intended to provide community members with the opportunity to learn about the HCD Study, speak to staff and consultants, and offer their feedback at several key milestones in the study. The events consisted of various stations for participants to visit at their leisure and speak to City staff or the consultant team on a one-on-one basis.

Each station included information pertaining to a specific HCD Study topic and included opportunities for participants to provide feedback and share their knowledge of the study area.

Tools used to capture input at the CCMs are described in Table 2.

Table 2: Cabbagetown Southwest HCD Study CCM engagement tools and descriptions.

<i>Tool</i>	<i>Description</i>
Comment Forms	Comment forms were used at both CCMs to enable attendees who may not be comfortable expressing their views in a large group or who may need more time during, and after, the meetings, to submit written feedback. Attendees were able to complete forms and submit them to City staff during the event and up to 2 weeks after the meeting.
Interactive Map	An interactive large-scale map of the neighbourhood and study area was available to attendees at each CCM to refer to specific places and properties to shape discussions of heritage attributes, features, and study area boundary. Attendees were invited to place sticky notes on the maps and provide site-specific feedback.
Frequently Asked Questions (FAQs)	A compilation of 'Frequently Asked Questions' (FAQs) was developed based on recurring questions received from the public and CAG members. This FAQ document was circulated at each CCM event and was made available online through the City's website.

## 2.2 Community Advisory Group Meetings

A Community Advisory Group (CAG) was established to obtain feedback from a diverse range of residents and perspectives within the study area. The mandate of the CAG was to provide local expertise and advice to the project team to ensure that a range of perspectives and priorities in the community are reflected in the HCD Study and its recommendations. The CAG Terms of Reference stated that the purpose of the CAG was to:

- Share perspectives on key issues affecting the project;
- Offer knowledge, views, and ideas for consideration within the process; and
- Vet ideas and information put forward by the project team.

The draft Terms of Reference (TOR) and application form were shared with community members at the first CCM in July 2018. Community members were invited to apply by mid-August 2018 to participate on the CAG. Applicants were encouraged to communicate their interests in open deliberation towards discussions of cultural heritage value within the study area as well as their commitment to participate fully in all meetings and any post-meeting follow-up. Applicants were also encouraged to provide a description of their skills and experience relating to heritage conservation that could help the group in its work.

LURA Consulting and City staff were responsible for reviewing all applications and recommending the final composition of the Cabbagetown Southwest CAG. The selection process was intended to ensure the inclusion of a diversity of expertise and perspectives that would inform the HCD Study. This group was composed of both individual residents who expressed interest in participating and representatives of the local community and business groups.

The Cabbagetown Southwest CAG consisted of ten (10) members (not including City staff and consultants who also attended the meetings), including:

- Unaffiliated residents in the HCD Study Area (4 representatives)
- Cabbagetown HCD Advisory Committee (2 representatives)
- Cabbagetown South Residents Association (1 representative)
- Central Neighbourhood House (1 representative)
- Cabbagetown BIA (2 representatives)

The CAG met three times during the study. Each meeting included a brief overview presentation from City staff and the consultant team about the overall HCD Study and work completed followed by questions of clarification and facilitated group discussions. The facilitated discussions were designed to encourage dialogue and feedback around the topics covered in each presentation. Members were also given the opportunity to submit additional feedback for up to one week following each meeting.

### *Summary of Participant Feedback - 'What We Heard'*

A high-level summary of the participant feedback obtained through the consultation process is presented below and organized by each engagement event/meeting. More detailed summaries of each CCM and CAG meeting are available in the appendices.

### 3.1 Community Consultation Meeting # 1

The City of Toronto held the first Community Consultation Meeting (CCM) for the Cabbagetown Southwest HCD Study on July 5, 2018, from 5:30 to 8:00 p.m. at Central Neighbourhood House (349 Ontario Street). This event was attended by approximately 40 people.

The purpose of the event was to:

- Introduce the Cabbagetown SW Heritage Conservation District (HCD) Study, including approach, timing, and activities;
- Present background material and preliminary understanding of the area;
- Seek participation of members for the Community Advisory Group (CAG);
- Answer community member questions about the HCD Study process; and
- Highlight the next steps.

Through comment forms and discussions with the consultant team and City staff, participants provided feedback on neighbourhood character-defining features. These included the Victorian era homes, front garden landscaping and mature tree canopies. Several participants also noted the importance of walkability and the unique connective network within the area that includes laneways, alleys and parkettes. However, many participants expressed concern with the cleanliness and safety of back alleys and laneways due to a large marginalized community in, and around, the area that is in need of support services for mental health and drug use issues. It was noted that some residents build high fences, which do not contribute to the character of the area, in order to prevent trespassing and loitering.

Participants highlighted intangible cultural heritage values and histories about properties and the neighbourhood overall. Several specific homes and properties with a significant historical component noted in the study area include: The Beer Store property on Gerrard Street (formerly the Girls Home and Lee School), and historic main street businesses.

The feedback from the first CCM was used to enhance the consultant team's preliminary understanding of the area during the history and character analysis phases of the project and was integrated into the subsequent CAG meeting discussions.

### 3.2 Community Advisory Group (CAG) Meeting # 1

The first CAG meeting was held on October 2, 2018, from 6:30 to 8:30 p.m. at Central Neighbourhood House.

The purpose of this meeting was to:

- Introduce the Cabbagetown Southwest HCD Study, process and project team;
- Review and confirm the Terms of Reference and role of the Community Advisory Group;
- Present the results of preliminary data collection, character analysis and CCM #1; and
- Discuss elements of significance and areas of concern with respect to heritage priorities for the study area.

Through guided discussions, members provided feedback on the character-defining features of the neighbourhood. These included its mature trees, landscaping in front of homes and a strong sense of community. Members highlighted the value of community groups, both historically and currently active groups in the neighbourhood as well as a 'village-like' feeling among neighbours.

It was noted that the pattern of repeated groupings of similar types of homes is a defining feature of the area and that over the decades those houses that were built as identical groupings have had alterations that make them look different from one another. Members noted that Milan Street and Poulett Street were laneways that were later developed as streets with houses. Laneways were discussed as important and unique features that contribute to the connectivity and circulation of the neighbourhood. However, major concerns such as cleanliness, safety and maintenance were noted.

This feedback was used to inform the character analysis and evaluation being completed by the consultant team, as well as informed what would be presented at CCM #2.

### 3.3 Community Advisory Group Meeting # 2

The second CAG meeting was held on November 13, 2018, from 6:30 to 8:30 p.m. at Central Neighbourhood House.

The purpose of this meeting was to:

- Provide an update on the HCD Study and work completed;
- Respond to questions from CAG Meeting #1;
- Provide feedback relating to a series of guided discussion questions; and
- Review of next steps.

Through guided discussions, members provided feedback on the history and built form of the neighbourhood. Comments drew attention to: a number of former commercial and industrial properties converted for residential use; people from architectural, religious, educational and entertainment sectors who lived in the neighbourhood; and the history of landlords who owned multiple properties and rented them out to individual families. Members noted that each former industrial and institutional property identified through the consultant team's research and analysis remains important in telling the story of the neighbourhood. Members discussed the importance of features such as soft landscaped front yards, fences, mature tree canopy, green space and parkettes. Street parking and coach houses were noted as both opportunities and concerns as well.

In discussing the analysis and recommendations, members flagged a few specific buildings and properties for further research, either due to a past owner/renter or, for the unique design value of the building. A few members noted that of the draft character areas identified, the character area named "Area of Urban Redevelopment" is not consistent with the rest of the neighbourhood. This draft character area map is available in Appendix C. Some members also noted that they do not see the neighbourhood with different character areas but rather one single area that is part of the same history.

Feedback at, and following, CAG meeting #2 was used to refine the character analysis, inform the evaluation and prepare recommendations.

### 3.4 Community Advisory Group Meeting # 3

The final CAG meeting was held on March 25, 2019, from 6:30 to 8:30 p.m. at Central Neighbourhood House.

The purpose of this meeting was to:

- Provide an update of the HCD Study work completed to date;
- Review and discuss the draft district evaluation and recommendations
- Seek feedback on the open house format and materials
- Address questions from CAG members; and
- Review the next steps.

Through guided discussions, members provided feedback about the evaluation process and proposed recommendations.

Members discussed the concern and/or confusion with the proposed district's name of 'Cabbagetown Southwest', and the importance of a name that is consistent with how the community identifies their neighbourhood. Names were suggested, and recommended that the question be asked at the community meeting and continue to be refined.

The consultant team presented the rationale for the proposed HCD Plan Boundary and reviewed the individual properties recommended for further research within the study area that were omitted from the proposed district. It was clarified that while there are individual properties being recommended for further research within the omitted area, it was determined by the consultant team in consultation with City staff that they could best be conserved through individual designation, as they possess a different character than the rest of the area, and are separated from the area by rows of contemporary houses.

CAG members reviewed the list of individual properties recommended for further research prepared by the consultant team. Members were pleased to see properties highlighted for further research although they were outside of the proposed HCD Plan boundary area.

CAG members also reviewed the draft CCM #2 presentation boards and were invited to share feedback on what information would be relevant to the public and areas of clarity that members also needed about the Cabbagetown Southwest HCD Study and next steps.

Feedback at, and following, CAG meeting #3 was used to review the evaluation and recommendations. The feedback received also supported the development of key messages and public display information for CCM #2.



### 3.5 Community Consultation Meeting # 2

The second CCM was held on April 25, 2019, from 5:30 to 8:30 p.m. at Central Neighbourhood House. This event was attended by approximately 24 people.

The purpose of the event was to:

- Share and obtain feedback on the Cabbagetown Southwest Heritage Conservation District (HCD Study results and recommendations);
- Share material related to key components of the study (e.g. character analysis, heritage evaluation, and boundary recommendations, etc.);
- Answer community member questions about the Cabbagetown Southwest HCD Study results and recommendations (e.g. handouts); and
- Highlight the next steps.

The open house consisted of multiple stations offering community members an opportunity to learn about the HCD Study, speak to City staff, the consultant team and facilitators, and share feedback. A Frequently Asked Questions (FAQ) document was provided to all participants, as was a comment form for those who wanted to provide written feedback.

Many participants asked questions or provided feedback to City staff, the consulting team or facilitators at the meeting and a total of 6 comment forms and e-mails were received. Discussions consisted of general interest and support of the character analysis, heritage evaluation, history and evolution work done as part of the study. Participants also discussed the proposed HCD boundary and recommended individual properties for further research. While some participants agreed with the proposed HCD boundary, others felt that properties should be considered for individual designation on a case-by-case basis and that a district is not warranted. Participants also discussed a preference of Old Cabbagetown/ Old Cabbagetown South as a name to be used for a potential HCD plan.

The feedback received at the second CCM was used to review the evaluation results and recommendations. The feedback will also inform the key messages and information provided to the public in the future if the HCD Study recommendations are endorsed by the Toronto Preservation Board.

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