

306-310 Gerrard Street East - Erection of a building on a Heritage Property Designated under Part V of the Ontario Heritage Act

Date: October 16, 2023

To: Toronto Preservation Board

Toronto and East York Community Council

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

Wards: Toronto Centre - Ward 13

SUMMARY

This report recommends that City Council approve the erection of a building on the property located at 306-310 Gerrard Street East (designated under Part V of the Ontario Heritage Act as part of the Cabbagetown South Heritage Conservation District) in connection with the development of the subject site.

The proposal is for a 10-storey (plus mechanical penthouse) mixed-use building that will replace three existing buildings and a surface parking lot. Council approval is required for the erection of the new building proposed for the subject lands. Council approval is not needed for the proposed demolition of the existing buildings as the buildings at 306 and 310 Gerrard Street East are not heritage properties, and Council has already approved demolition of the building at 308 Gerrard Street East due to its poor condition and lack of integrity. A pair of Victorian bay-and-gable heritage buildings is adjacent to the subject property to the west at 300 and 302 Gerrard Street East.

The proposal is consistent with the heritage planning policy frameworks and meets the objectives of the Cabbagetown South Heritage Conservation District Plan. The impacts of the proposed development on the Cabbagetown South Heritage Conservation District are appropriately mitigated through the compatible design of the new construction.

RECOMMENDATIONS

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

1. City Council approve erection of a new building on the designated heritage property at 306-310 Gerrard Street East, located in the Cabbagetown South Heritage Conservation District in accordance with Section 42 of the Ontario Heritage Act to allow for the construction of a 10-storey (plus mechanical penthouse) mixed-use building, on the lands known municipally in the year 2023 as 306-310 Gerrard Street East, with such new building substantially in accordance with the plans and drawings dated January 27, 2023, prepared by Diamond Schmitt Architects and on file with the Senior Manager, Heritage Planning and the Heritage Impact Assessment prepared by Design Workshop Architects, dated February 2023, and on file with the Senior Manager, Heritage Planning, all subject to and in accordance with the Conservation Plan satisfactory to the Senior Manager, Heritage Planning and subject to the following additional conditions:

a. That prior to final Site Plan Approval for the proposal, for the property located at 306-310 Gerrard Street East the owner shall:

1. Provide final Site Plan drawings to the satisfaction of the Senior Manager, Heritage Planning.
2. Provide a detailed Landscape Plan for the subject property, satisfactory to the Senior Manager, Heritage Planning.
3. Provide a Commemoration Plan for the subject property, to the satisfaction of the Senior Manager, Heritage Planning and thereafter shall implement such Plan to the satisfaction of the Senior Manager, Heritage Planning.

b. That prior to the issuance of any permit for all or any part of the property at 306-310 Gerrard Street East, including a heritage permit or a building permit, but excluding permits for repairs and maintenance and usual and minor works for the existing parking lot as are acceptable to the Senior Manager, Heritage Planning, the owner shall:

1. Provide building permit drawings, including a description of materials and finishes, to be prepared by the project architect and a qualified heritage consultant to the satisfaction of the Senior Manager, Heritage Planning.
2. Provide full documentation of the existing building at 308 Gerrard Street East, including two (2) printed sets of archival quality 8" x 10" colour photographs with borders in a glossy or semi-gloss finish and one (1) digital set on a USB flash drive in tiff format and 600 dpi resolution keyed to a location map, elevations and measured drawings, and copies of all existing interior floor plans and original drawings as may be available, to the satisfaction of the Senior Manager, Heritage Planning.

FINANCIAL IMPACT

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

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the information as presented in the Financial Impact Section.

DECISION HISTORY

On October 28, 2005 City Council designated the Cabbagetown South Heritage Conservation District with the passing of By-law No. 887-2005.

On October 2, 2017, City Council approved the demolition of the heritage building at 308 Gerrard Street East, in accordance with Section 42 of the Ontario Heritage Act subject to conditions.

[TE26.18 - Demolition of a Designated Heritage Property in the Cabbagetown South Heritage Conservation District and Construction of a Replacement Structure- 308 Gerrard Street East](#)

BACKGROUND

Site and Context

The properties at 306-310 Gerrard Street East are designated under Part V of the Ontario Heritage Act as part of the Cabbagetown South Heritage Conservation District. The site is located on Gerrard Street East, east of where it intersects with Parliament Street. The site contains a one-storey non-heritage building at 306 Gerrard Street East, a two-storey Second Empire building that lacks integrity at 308 Gerrard Street East and a one-storey non-heritage building at 310 Gerrard Street East.

Adjacent Heritage Property

The development site is located within the Cabbagetown South Heritage Conservation District and is adjacent to a pair of Victorian bay-and-gable heritage buildings, located to the west at 300 and 302 Gerrard Street East.

Development Proposal

The Official Plan and Zoning By-law Amendment applications propose the redevelopment of the site for a 10-storey mixed-use (plus mechanical penthouse) building.

Heritage Planning Policy Framework

The Planning Act

The Planning Act guides development in the Province of Ontario. It states that municipalities must have regard for matters of provincial interest. Section 2(d)

specifically refers to “the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest” and 2(r) “to a built form that is well designed and provides for a sense of place.”

The Provincial Policy Statement (2020)

The Provincial Policy Statement (2020) (the "PPS") provides policy direction province-wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. It includes policies on key issues that affect communities, such as:

- the efficient use and management of land and infrastructure
- ensuring the sufficient provision of housing to meet changing needs including affordable housing
- ensuring opportunities for job creation
- ensuring the appropriate transportation, water, sewer and other infrastructure is available to accommodate current and future needs; and
- protecting people, property and community resources by directing development away from natural or human-made hazards
- conservation of cultural heritage and archaeology

The provincial policy-led planning system recognizes and addresses the complex inter-relationships among environmental, economic and social factors in land use planning. The PPS supports a comprehensive, integrated and long-term approach to planning, and recognizes linkages among policy areas.

The PPS is issued under Section 3 of the [Planning Act](#) and all decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS. Comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS.

The PPS recognizes and acknowledges the Official Plan as an important document for implementing the policies within the PPS. Policy 4.6 of the PPS states that, "The official plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through official plans."

Policy 2.6.1 of the PPS directs that “Significant built heritage resources and significant cultural heritage landscapes shall be conserved.” Properties included on the City’s Heritage Register are considered to be significant in this context. “Conserved” is defined in the PPS as “the identification, protection, management and use of built heritage resources in a manner that ensures their cultural heritage value or interest is retained under the Ontario Heritage Act.”

Policy 2.6.3 states that "Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved."

All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS and shall conform with Provincial Plans. All comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS and conform with Provincial Plans.

Provincial Plans are intended to be read in their entirety and relevant policies are to be applied to each situation.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) (the "Growth Plan (2020)") came into effect on May 16, 2019 and was amended through an Order in Council that came into effect on August 28, 2020. This plan replaces the previous Growth Plan for the Greater Golden Horseshoe, 2017. The Growth Plan (2020) continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part.

The Growth Plan (2020) builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan (2020) take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise.

In accordance with Section 3 of the Planning Act all decisions of Council in respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan. Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan.

Policy 4.2.7.1 of the Growth Plan states that "Cultural Heritage Resources will be conserved in order to foster a sense of place and benefit communities, particularly in strategic growth areas."

Toronto Official Plan

This application has been reviewed against the policies of the City of Toronto Official Plan. The Plan provides the policy framework for heritage conservation in the City. The following Official Plan policies apply to the proposed building:

3.1.6.4: "Properties on the Heritage Register will be conserved and maintained consistent with the Standards and Guidelines for the Conservation of Historic Places in Canada, as revised from time to time and adopted by Council."

3.1.6.5: "Proposed alterations, development, and/or public works on or adjacent to, a property on the Heritage Register will ensure that the integrity of the heritage property's cultural heritage value and attributes will be retained, prior to work commencing on the property and to the satisfaction of the City."

3.1.6.26: "New construction on, or adjacent to, a property on the Heritage Register will be designed to conserve the cultural heritage values, attributes and character of that property and to mitigate visual and physical impact on it."

The City of Toronto Official Plan can be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

Standards and Guidelines

The Standards and Guidelines for the Conservation of Historic Places in Canada (the "Standards and Guidelines") is the official document guiding planning, stewardship and the conservation approach for all listed and designated heritage resources within the City of Toronto. The Standards and Guidelines can be accessed here:

<http://www.historicplaces.ca/media/18072/81468-parks-s+g-eng-web2.pdf>

COMMENTS

New Building Construction

The proposed development is subject to the Cabbagetown South Heritage Conservation District Plan and in particular the guidelines for new building construction (6.5). These guidelines provide direction that has shaped the scale, form and massing of the proposed building. The Plan provides guidance on height, width, proportion, relationship to the street, and roofs. In addition, Heritage Planning staff has reviewed the proposal for consistency with the Cabbagetown South Heritage Conservation District Plan's guidelines for windows and entrances and exterior cladding. The Plan also contains a policy specific to this site.

- **6.5.2 New building height** - The height guidelines state that the "Building height of new structures should maintain the building height of adjacent properties." The proposed 10-storey (plus mechanical penthouse) building exceeds the height of adjacent properties; however, the two- to three-storey base building maintains the height of the adjacent heritage properties to the west. The base building will form the streetwall as the upper portion of the building is stepped back 2.6 metres above the base.

6.5.3 Width - New infill development within the Cabbagetown South Heritage Conservation District "should maintain the building width and side yard spaces of adjacent properties and the immediate streetscape" (6.5.3). The width of the proposed building is much larger than that of the adjacent heritage buildings. To mitigate this impact, the base building has been designed to reference the narrow vertical rhythm of adjacent buildings through vertical articulation created by heavy mullions and perforated metal fins.

- **6.5.4 Proportion** - This guideline is about conserving the width relative to the height of adjacent buildings. For the reasons discussed, the proposal respects the width and height of adjacent properties. The proposal will have an impact on

the historic proportions of the area but this impact is appropriately mitigated through the lower height and compatible design of the base building.

- **6.5.5 Relationship to the street** - The Heritage Conservation District Plan directs, "New residential infill should maintain the existing setbacks of adjacent properties." Consistent with this guideline, the proposal involves a setback along that is compatible with but slightly larger than that of the adjacent heritage properties to the west. This setback will have street trees.
- **6.5.6 Roofs on new buildings** - The proposed building has a flat roof with a mechanical penthouse above. The proposed flat roof is appropriate for a 10-storey building but diverges from the Heritage Conservation Plan guidelines, which were intended for house form buildings. The Plan says, "Flat or shallow pitch roofs are to be avoided in new construction." In the context of the overall proposal, the proposed roof form is acceptable.
- **6.5.7 Windows and entrances on new buildings** - The Heritage Conservation District Plan encourages new development to have a solid-to-void ratio that complements adjacent heritage properties with vertically oriented, rectangular windows and prominent recessed entrances. Large amounts of glazing are discouraged. The glazing is proposed to be broken up by articulation in the form of solid brick and wood cladding and heavy mullions that create vertically oriented rectangular panes of glazing. While the entrances will not be recessed, they will be prominent and highlighted by generous canopies.
- **6.5.8 Exterior cladding: materials and colours** - The exterior cladding of the building will be compatible with the heritage character of the surrounding area. Brick, stucco and wood cladding are identified as appropriate cladding types in the Heritage Conservation District Plan. Warm-toned wood and off-white brick cladding are proposed to be used throughout the building design. These materials meet the intent of the Plan and will complement the heritage character of the area.
- **6.5.9 296-354 Gerrard Street East** - The Heritage Conservation District Plan anticipated that the subject site would be redeveloped. The Plan includes a policy that recommends that "The new development should not mimic the heritage fabric but should be compatible to the area and improve the quality of the environment." The proposed development meets the intent of this policy; however, it does "exceed the Regent Park 6 storey datum line," which the Plan does not recommend. As Regent Park is currently being redeveloped at much higher densities, this guidance is no longer relevant. Staff consider the proposed building height to be appropriate in the context of the current and planned character of the area.

Demolition

The two-storey Second Empire building at 308 Gerrard Street East is proposed to be demolished. This property has cultural heritage value and maintains the character of the Cabbagetown South Heritage Conservation District; however, Council approved the demolition of this building under Section 42 of the Ontario Heritage Act in 2017 due to its poor condition and lack of integrity. Since that time, the condition of the property has worsened, further eroding its integrity. The approval was granted subject to conditions related to a previous development proposal that is no longer being pursued. This report seeks approval for a proposed building within the Part V designated heritage conservation district that is associated with a new proposal. In recognition of the cultural heritage value of the building to be demolished at 308 Gerrard Street East, staff recommend full building documentation as well as a commemoration strategy to be described in a Commemoration Plan and implemented once the new building is constructed.

Commemoration Plan

Should Council approve the proposed building, prior to final Site Plan approval, the applicant should be required to submit a Commemoration Plan for the building to be demolished at 308 Gerrard Street East to the satisfaction of the Senior Manager, Heritage Planning.

Landscape Plan

Staff recommends that the applicant be required to provide a final Landscape Plan that is compatible with and enhances the heritage character of the Cabbagetown South Heritage Conservation District to the satisfaction of the Senior Manager, Heritage Planning as a condition of Site Plan approval.

CONCLUSION

Heritage Planning staff has reviewed the proposed development of the Part V designated heritage property at 306-310 Gerrard Street East and is satisfied the proposal meets the intent of the Planning Act, the Provincial Policy Statement (2020), the Growth Plan (2020) and the City of Toronto's Official Plan heritage policies. Overall, staff support the development proposal and conclude that it meets the intent of Policy 3.1.6.26 of the Official Plan.

The proposed building is appropriate within the context of the redevelopment of the site for a 10-storey (plus mechanical penthouse) building and will conserve the cultural heritage value of the Cabbagetown South Heritage Conservation District.

CONTACT

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SIGNATURE

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ATTACHMENTS

Attachment 1 - Location Map
Attachment 2 - Aerial Photograph
Attachment 3 - Photographs
Attachment 4 - Selected Drawings

LOCATION MAP

ATTACHMENT 1

306-310 GERRARD STREET EAST



This location map is for information purposes only; the exact boundaries of the properties are not shown. The red box marks the location of the subject property. (City of Toronto iView Mapping)

**AERIAL PHOTOGRAPH
306-310 GERRARD STREET EAST**

ATTACHMENT 2



Aerial photograph showing the location of the heritage property at 306-310 GERRARD STREET EAST, identified by the red arrow. (Google Maps)

306-310 GERRARD STREET EAST



Existing buildings at 306 and 308 Gerrard Street East. (Design Workshop Architects, 2021)

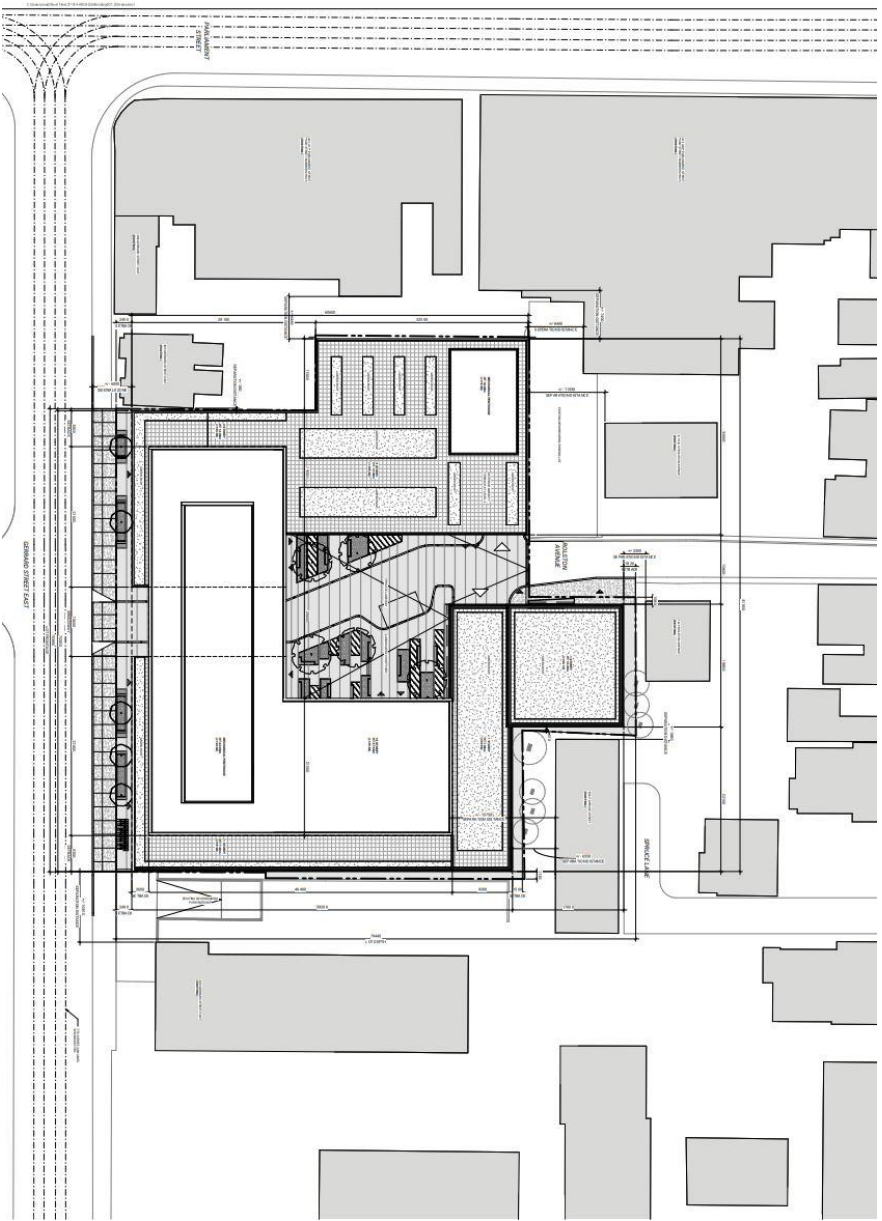


Existing building at 310 Gerrard Street East. (Design Workshop Architects, 2021)

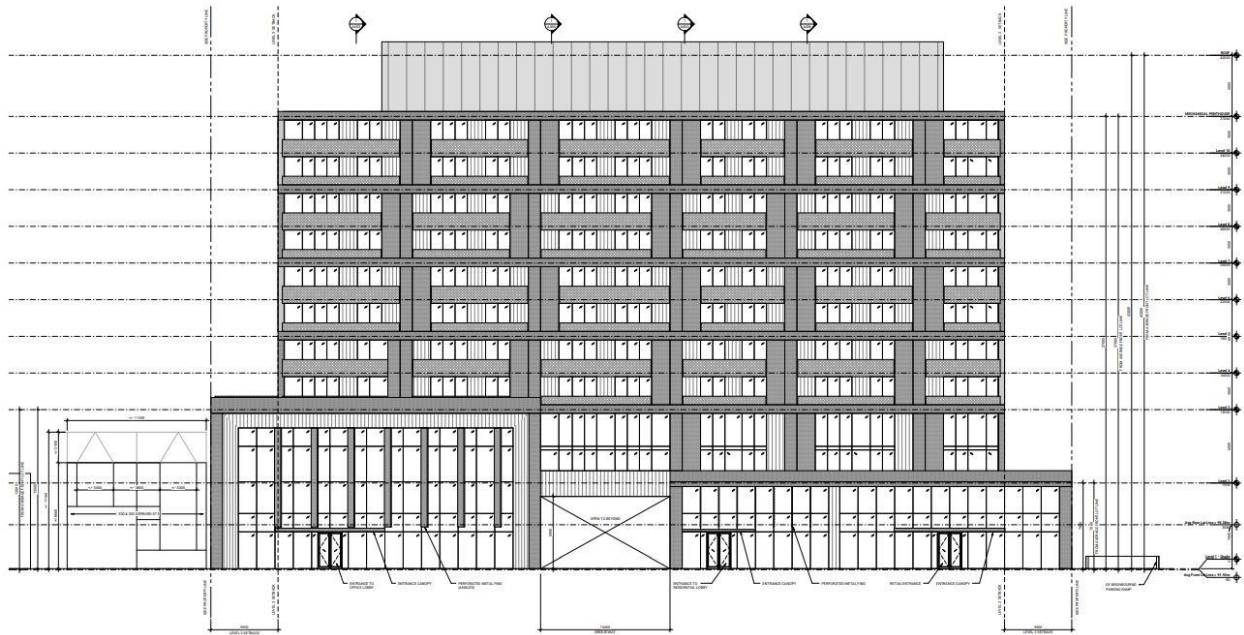
SELECTED DRAWINGS

ATTACHMENT 4

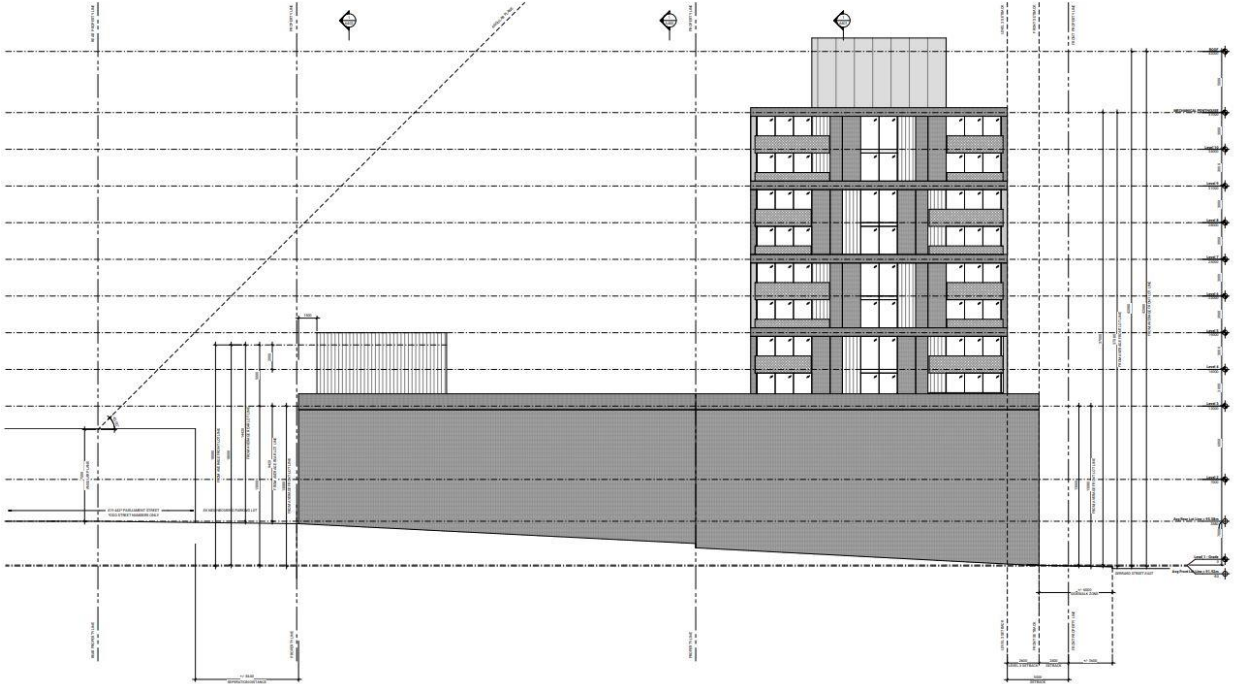
306-310 GERRARD STREET EAST



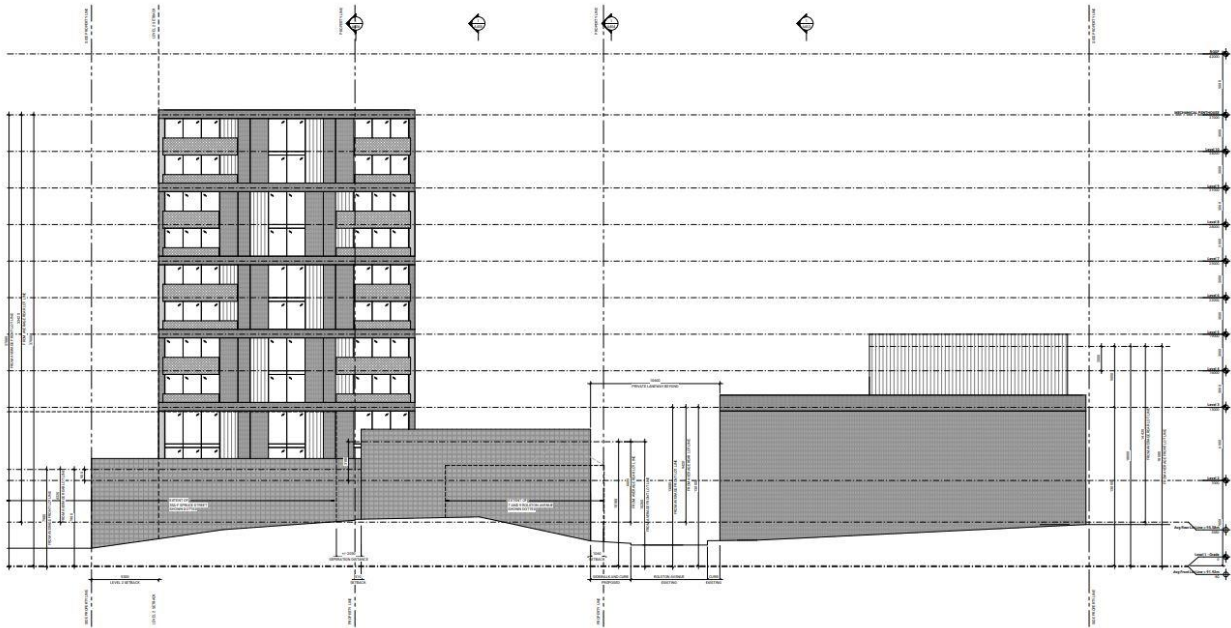
Site plan (Diamond Schmitt Architects, January 27, 2023)



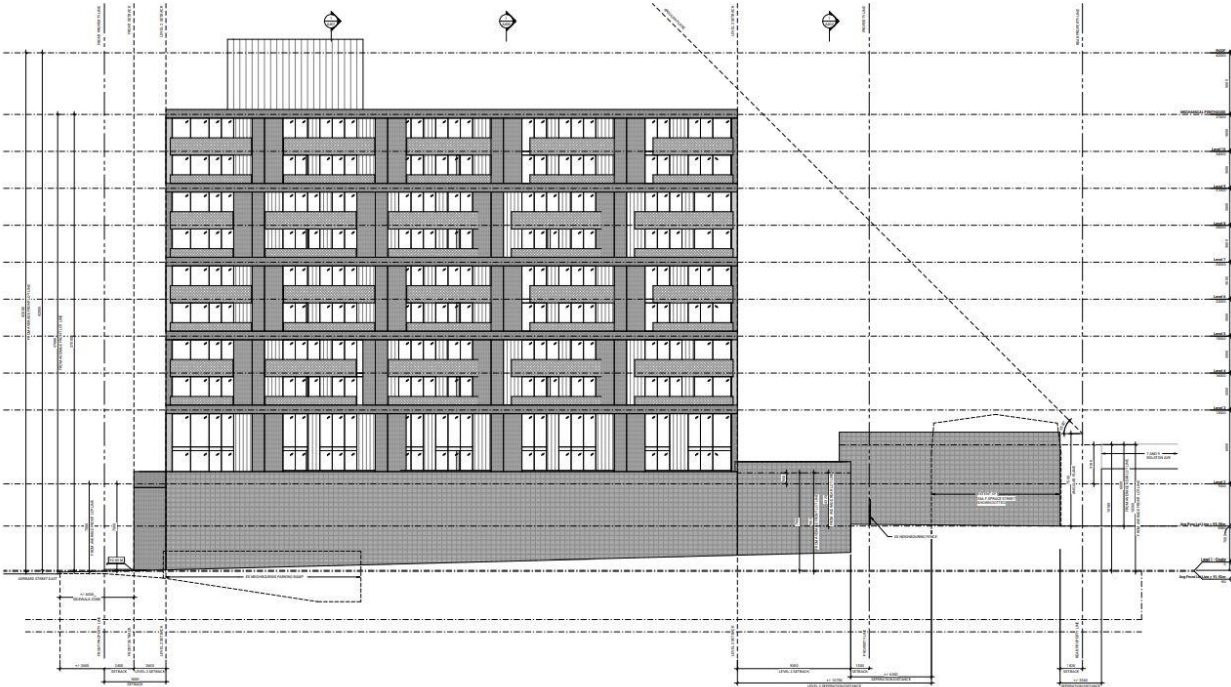
South elevation drawing (Diamond Schmitt Architects, January 27, 2023)



West elevation drawing (Diamond Schmitt Architects, January 27, 2023)



North elevation drawing (Diamond Schmitt Architects, January 27, 2023)



East elevation drawing (Diamond Schmitt Architects, January 27, 2023)



South elevation rendering (Diamond Schmitt Architects, January 27, 2023)