



## STAFF REPORT ACTION REQUIRED

### 5 Eireann Quay – Intention to Designate under Part IV, Section 29 of the Ontario Heritage Act

<b>Date:</b>	March 10, 2009
<b>To:</b>	Toronto Preservation Board Toronto and East York Community Council
<b>From:</b>	Director, Policy and Research, City Planning Division
<b>Wards:</b>	Trinity-Spadina – Ward 20
<b>Reference Number:</b>	

#### SUMMARY

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The property at 5 Eireann Quay (formerly known as 5 Bathurst Street) containing the Canada Malting Complex is included on the City of Toronto Inventory of Heritage Properties. It was reviewed by the Federal Heritage Review Office (FHRO) and that report concluded that “the structures enjoy significant symbolic status and considerable public recognition profile.”

Facilities and Real Estate Division have applied to demolish the entire complex, save and except a small representative portion of the silos.

Four preservation options for the Canada Malting Complex that were reviewed by an Industrial Heritage Consultant (Historica Research Ltd) are described below. The consultant was retained specifically by Facilities and Real Estate Division to comment on the heritage impacts of the proposed conservation component.

Comment is provided by both Heritage Preservation Services and Community Planning staff regarding the importance in conserving the site for the citizens of Toronto.

#### RECOMMENDATIONS

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##### **The City Planning Division recommends that:**

1. City Council state its intention to designate the property at 5 Eireann Quay (Canada Malting Complex) under Part IV, Section 29 of the Ontario Heritage Act;

2. If there are no objections to the designation in accordance with Section 29(6) of the Ontario Heritage Act, the solicitor be authorized to introduce the Bills in Council designating the property under Part IV, Section 29 of the Ontario Heritage Act;
3. If there are objections in accordance with Section 29(7) of the Ontario Heritage Act, the Clerk be directed to refer the proposed designation to the Conservation Review Board.

### **Financial Impact**

While the act of passing the bylaw recommended in this report has no financial implication for the City of Toronto, the resulting expectations of remedial work to conserve the heritage structures will have financial implications. Currently a proposal to substantially demolish the silos and leave a representative portion of the buildings behind will cost council approximately \$8.4 million. However, this option represents the least desirable approach from a heritage conservation point of view and is directly at odds with policies regarding heritage conservation in the Official Plan and the Council adopted *Standards and Guidelines for the Conservation of Historic Places in Canada*, and is not consistent with the Provincial Policy Statement 2005.

### **Cost Estimates:**

For costing purposes, the four preservation strategies, outlined further below, contain cost estimates including stabilization and maintenance for a ten year period. Note that all options incorporate estimated cost for performing required repairs within the first 10 years following any remediation performed.

The costing of the alternatives are:

- Alternative A: \$20,600,000
- Alternative B: \$17,700,000
- Alternative C: \$15,300,000
- Alternative D: \$8, 412,250

Modifications to these cost estimates could be altered further depending upon the conservation strategy to be executed.

## DECISION HISTORY

May 10, 2007	Facilities and Real Estate distributes a Structural Condition Assessment of the former Canada Malting Company Complex to various city stakeholders, including Heritage Preservation Services and EDCT for comment.
June 1, 2007	Facilities and Real Estate convene a city meeting to discuss the Structural Condition Assessment.
June 29, 2007	Acting Director of Design Construction and Asset Preservation (DCAP) sends a recommendation to the Manager of Heritage Preservation Services that the Canada Malting Complex buildings west of the silo unit be demolished as part of a “go forward action plan”.
July 12, 2007	Manager, Heritage Preservation Services requests that DCAP have a heritage impact assessment prepared by a qualified heritage consultant.
October 10, 2007	Historica Research Limited submits a heritage impact assessment.
November 14, 2007 staff report December 6, 2007 TPB January 15, 2008 TEYCC January 29-30, 2008 City Council	Heritage Preservation staff report recommends that the demolition of the buildings west of the silos be deferred until the Economic Development, Culture and Tourism Division completed a feasibility study on the Toronto Museum Project and that staff report back prior to adoption of the 2009 Budget. Recommendation adopted by the Toronto Preservation Board, Toronto and East York Community Council and City Council.

## ISSUE BACKGROUND

In late 2008 Heritage Preservation Services was made aware that the original request by Facilities and Real Estate to demolish all buildings west of the silos was being expanded to include the entire site, including the silos. Although no formal decision has been made on the future location of the Toronto Museum Project, there is a diminishing likelihood that the site of the Canada Malting silos will be used for that purpose. A Notice of Intention to Demolish a Listed Building under Part IV of the Ontario Heritage Act was submitted by Facilities and Real Estate Division – Design, Construction and Asset Preservation on January 29, 2009. Subsequently, Facilities and Real Estate has submitted a revised application to pursue Alternative D, “Modified Tiered Symbolic Representation of Silos”, as further described below.

## **Preservation Alternatives**

Facilities and Real Estate Division has retained an Industrial Heritage Consultant (Historica Research Ltd) to comment upon possible preservation alternatives of the Canada Malting Complex. The consultant was retained specifically to comment on the impacts of the proposed conservation options.

The following is a brief synopsis of the four preservation alternatives that were examined:

Alternative A: All structures on the site are preserved. In general, this alternative involves stabilizing and mothballing of all the malting structures on the property. Moreover, this alternative assumes that the building and silo structures will be cleaned, repaired and openings to the outside sealed to prevent water from entering the structures.

Alternative B: Remediation of Silo Structures. This alternative differs from Alternative A in that it assumes that selective demolition would occur to both reduce the cost of stabilization but still retain the physical component of the site. This alternative demolishes all structures west of the silo complex with silos and associated structures rehabilitated and stabilized.

Alternative C: Preserving a Symbolic Representation of Silos. Demolition of entire site except for nine silos. This alternative was developed to preserve the least number of silos possible while still being structurally sound and cost effective. This could be achieved by preserving a cluster of nine silos adjacent to Ireland Park. All other structures on the property would be demolished.

Alternative D: Modified Tiered Symbolic Representation of Silos. Demolition of all structures and retaining foundation ruins of the nine silos in Alternative C. These ruins would have a maximum height of four feet and would be tiered to cascade down to Ireland Park.

## **COMMENTS**

HPS concurs with the consultant report in that Alternatives C and D clearly do not conserve the heritage attributes as described in the above report, the FHRO report and per Attachment 3 of this designation report. The low-cost solutions presented by these alternatives are an engineering solution to health and safety concerns and do not adequately conserve the historic values and character of the property. Additionally, these alternatives treat the site as “public art”. Usually public art is considered as new installation rather than conservation method for preserving historic features.

## **City Planning Division Review**

The Official Plan describes Toronto as a city of diversity and opportunity where people want to “understand their past”. Toronto’s future, it says, must be one where the City’s waterfront is a vital, healthy and beautiful asset; where heritage buildings and features are conserved, and where significant views and focal points are preserved. (Chapter 1 pages 1-3 and 4).

This future is rapidly unfolding along Toronto’s Central Waterfront where new buildings, parks and open spaces are book-ended to the East and West by the few remaining silo buildings. While it is unfortunate that so few remain, those that do are well situated to act as landmarks, reminders of Toronto’s industrial heritage giving the new waterfront a broader cultural context.

Under the section entitled Living Downtown (2.2.1) the Plan points out that this juxtaposition of old and new is anticipated and desirable. The Plan recognizes that the City’s richest cache of heritage structures, landmarks and archaeology, are located right where development pressure from a growing economy and a changing society is greatest, and so it says that we must ensure that within this context “our built heritage is respected, nurtured and improved”. Further, in the section entitled Heritage Resources (3.1.5) the Plan says that in the past, many of our architectural gems and historical landmarks were lost, but that the Plan now focuses on conserving Toronto’s remaining irreplaceable heritage resources.

Official Plan Policy 2.2.1.5 says that the architectural and cultural heritage of Downtown should be preserved by designating buildings, districts and open spaces with heritage significance and by working with owners to restore and maintain historic buildings. To this end, as staff have previously worked with private landowners to preserve heritage assets, City staff now recommend that the Canada Malting Silos be designated. This designation is supported by the City’s planning framework as follows.

The Central Waterfront Secondary Plan contained within the City of Toronto Official Plan identifies that the Canada Malting Silos, a landmark and important heritage feature on the Central Waterfront, will be retained and improved. The Plan states that the City will pursue innovative proposals for a mix of public and private activities and uses that can successfully transform the silos building into a unique special place on the Toronto waterfront. While the entirety of the Central Waterfront Secondary Plan has yet to be adopted and included in the current City of Toronto Official Plan, its policies are still relevant to the vision for the City’s waterfront. However, because the Secondary Plan has yet to be adopted, the Part II Plan policies contained in the former City of Toronto Official Plan are in force and effect.

The Harbourfront Part II Plan identifies that the Canada Malting Silos lands are included in the Bathurst Quay South Area. Within this area, site specific designations of BQ-11 and BQ-12 apply. The BQ-12 designation applies to the lands occupied by the silos themselves, with BQ-11 applying to the lands surrounding the malting silos. The Official Plan policies identify that it is the policy of Council to encourage the retention or renovation of the existing structures of historical significance on Parcels BQ-11 and BQ-12.

Given the policies contained within the current and former City of Toronto Official Plans and the obvious landmark status of the heritage structures for the City's waterfront, Planning do not support the proposed demolition of the Canada Malting Silos.

### **Designation**

The property at 5 Eireann Quay is worthy of designation under Part IV, Section 29 of the Ontario Heritage Act for its cultural heritage value, and meets the criteria for municipal designation prescribed by the Province of Ontario under the categories of design, associative and contextual value. Historically linked to the ongoing development of the waterfront and the revival of the grain trade in Toronto, the Canada Malting Complex contains two rare surviving grain elevators or silos (1929 and 1944) that stand as iconic structures overlooking Lake Ontario.

A location map (Attachment No. 1) and photographs (Attachment No. 2) are attached. The Reasons for Designation (Attachment No. 3) are intended to be posted on the City of Toronto web site and served on the owner of the property and the Ontario Heritage Trust according to the provisions of the Ontario Heritage Act. The Reasons for Designation include a statement of the cultural heritage value of the property with a description of its heritage attributes.

The Public Notice of Intention to Designate will be advertised on the City's web site in accordance with the City of Toronto Act provisions.

## **CONTACT**

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## **SIGNATURE**

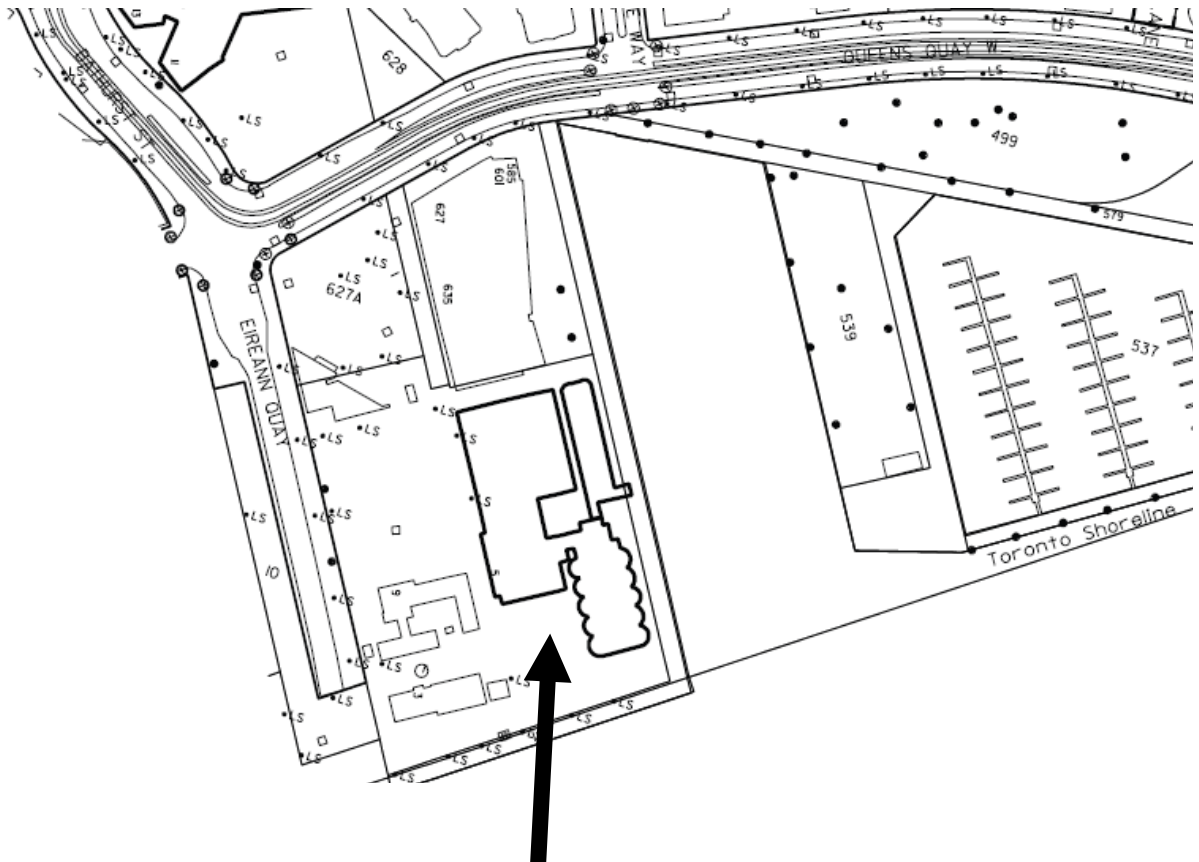
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Barbara Leonhardt  
Director, Policy & Research  
City Planning Division

## **ATTACHMENTS**

Attachment No. 1 – Location Map  
Attachment No. 2 – Photographs  
Attachment No. 3 – Reasons for Designation

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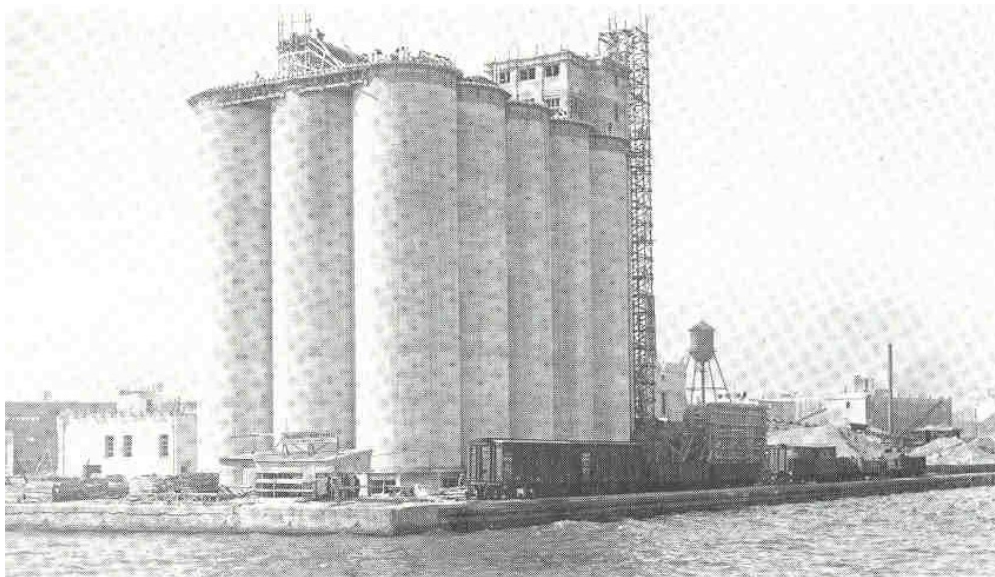
The location of the property is indicated by the **arrow**.

This location map is for information purposes only.  
The exact boundaries of the property are not shown.





View of the east side of the Canada Malting complex, showing the 1929 (left) and 1944 elevators (right)



Historical view, showing the site in the late 1920s with the south silos (source: Toronto Harbour: the Passing Years, 1985)

## **Canada Malting Complex**

### Description

The property at 5 Eireann Quay (formerly known as 5 Bathurst Street) is worthy of designation under Part IV, Section 29 of the Ontario Heritage Act for its cultural heritage value and meets the criteria for municipal designation prescribed by the Province of Ontario under the three categories of design, associative and contextual value. Located on Eireann Quay at the south end of Bathurst Street where it overlooks Lake Ontario, the Canada Malting Complex contains a collection of industrial buildings, the majority of which were completed between 1929 and 1944. The two grain elevators (south and north silos) with the headhouses and the marine leg are included in the Reasons for Designation. The property was listed on the inaugural City of Toronto Inventory of Heritage Properties in 1973. The site is owned by the City of Toronto and currently stands vacant.

### Statement of Cultural Heritage Value

#### **Associative Value**

The Canada Malting Company is significant as one of the first independent malt houses in Canada that became the largest producer of malt in the country. The company was founded in the mid 1800s to manufacture malt from steeped, germinated and dried barley for the brewing and distilling industry. By the early 20<sup>th</sup> century, Canada Malting had expanded its operations in response to the new technologies, expanded distribution systems, and improved quality control associated with malt production. With its acquisition of other companies and the repeal of prohibition in Ontario, Canada Malting constructed a new facility on Bathurst Quay (now known as Eireann Quay) in Toronto where it had access to Great Lakes shipping. 14 buildings and structures were in place between 1929 and 1944, including equipment that doubled the facility's output by the end of World War II. The Canada Malting Complex expanded its site and inventory during the 1940s and 1950s, with malt production continuing until 1987.

The Canada Malting Complex is historically linked to the ongoing development of Toronto's waterfront in the 20<sup>th</sup> century. Following the establishment of the Toronto Harbour Commissioners (THC) in 1911, the agency unveiled its Waterfront Plan (1912) that divided the shoreline into three sections for industrial, commercial and recreational purposes. Under this master plan, the central waterfront was extended southward on reclaimed land with new dock walls designed to facilitate industry and shipping. In 1928, the Canada Malting Company leased THC property on Bathurst Quay near the entrance to the Western Channel as the setting for its Canadian headquarters.

The value of the Canada Malting Complex is also related to its contribution to the revival of the grain trade in Toronto and Canada in the 1920s. Toronto had first participated in

grain shipping in the 19<sup>th</sup> century when it transported crops to American cities on the Great Lakes. After the city's first wooden grain elevators were destroyed by fire, the industry relocated to Montreal and Port Arthur (Thunder Bay). Following a thirty-year absence, grain shipping and production was revived in Toronto in the late 1920s when the Toronto Elevator Company (later Maple Leaf Mills) and Canada Malting opened new facilities on Toronto's waterfront. With these developments, the city took part in an integrated grain handling system on the Great Lakes, where grain was shipped by rail from Western Canada to Thunder Bay and transported by lake vessels to Toronto and Montreal. Canada Malting was a key component of the grain trade for over half a century and its industrial complex on Toronto's waterfront remains a prominent reminder of this history.

The initial development of the site in 1929 is associated with the Montreal office of the John Metcalf Company, which designed and built the south silos. As a specialist in the development of grain elevating and storage facilities in North America beginning in the late 1800s, the Chicago-based company designed the prototype for explosion resistant grain elevators that was introduced in 1924 and subsequently applied to the south silos at Canada Malting.

### **Design Value**

The Canada Malting Complex is significant in that it displays two rare surviving examples of grain elevators, a building type developed in North America. The 1929 and 1944 silos represent the evolution from the first wooden structures designed for the processing of grain in Buffalo, New York in the 1840s. As the result of improved materials and advanced technology, reinforced concrete silos were designed to resist the explosions and fires associated with the grain trade. The monumental scale, functional design and unadorned forms of the structures speak to the technological processes that took place inside them. The Canada Malting Company's south silos were indicative of the first generation of solid concrete grain elevators whose cylindrical configurations were expressed on the exterior of the structures. The 1944 grain elevator (or north silos), designed by T. Pringle and Son Limited of Montreal with architect E. C. Miller, represented the next generation of the building type, where the storage bins were concealed by straight exterior walls that offered additional capacity in the corners and crevices between the circular bins. The design of grain elevators like those at the Canada Malting Complex influenced the Modern movement in architecture, which was acknowledged in the writings and projects of Le Corbusier and other Modern architects.

The core components of the Canada Malting Complex consist of the two grain elevators (silos) with headhouses (for machinery) and a mechanical device called a marine leg for the rapid unloading of grain shipments. The structures are placed on timber piles that support concrete foundation pads on reinforced concrete cylinders. The south silos rise 100 feet (30.48 metres) and incorporate 15 circular bins in three rows that are visible on the exterior, as well as additional square and irregularly shaped bins. The south silos are

adjoined by the 1929 headhouse where the barley was cleaned, graded and weighed before it was either stored or transferred to another part of the facility for processing.

Adjoining the south headhouse, the north silos stand 125 feet (38.1 metres) high and incorporate 14 circular bins arranged in two rows, along with more than thirty square and irregularly shaped bins. By using flat exterior walls to conceal the configuration of the bins, the north silos had more than twice the capacity of the south silos and represented further advancement in building technology from the older to the newer elevators. The north silos also incorporate the headhouse with a grain distribution room, and housed equipment for the marine leg.

### **Contextual Value**

With the distinctive shapes and height of the two sets of silos, coupled with the prominent location of the structures on the end of Eireann Quay, the Canada Malting Complex is a familiar landmark on Toronto's waterfront. Anchoring the west end of the central waterfront, the large-scale complex retains its industrial appearance. It stands out amongst the neighboring residential buildings and recreational facilities, including the recently opened Ireland Park. The complex is highly visible from Lake Ontario and the Toronto Islands, and is viewed from many vantage points along the shoreline. With the demolition of Maple Leaf Mills and the partial removal of Victory Soya Mills, the Canada Malting Complex contains rare surviving grain elevators that stand as iconic images on the city's waterfront.

### Heritage Attributes

The heritage attributes of the Canada Malting Complex related to its design and contextual value as a rare surviving industrial complex on Toronto's waterfront are:

- The scale, form and massing of the silos and headhouses (1929 and 1944) and marine leg
- The materials, with reinforced concrete construction
- The lack of decoration that is typical of industrial architecture
- On the south silos, the configuration with the cylindrical bins exposed on the exterior
- On the north silos, the configuration with solid walls and, on the east side, the lettering "Canada Malting Co. Limited"
- The placement of the structures on Eireann Quay overlooking Lake Ontario
- The unobstructed views of the silos from the east where the structures abut the east end of the quay