

Alteration of a Designated Heritage Property – 2 Station Road

Date:	May 27, 2014
To:	Toronto Preservation Board Etobicoke York Community Council
From:	Director, Urban Design, City Planning Division
Wards:	Ward 06 - Etobicoke-Lakeshore
Reference Number:	P:\2014\Cluster B\PLN\EYCC\EY14058

SUMMARY

The property at 2 Station Road (Wesley Mimico United Church) is subject to an Intention to Designate under Part IV of the Ontario Heritage Act, adopted by City Council on December 16, 2013.

This report recommends that City Council approve the proposed alterations to the designated property in conjunction with an application to amend the existing Zoning By-law to facilitate the redevelopment of this site to a multi-use facility that includes a new worship area, community uses and 30 seniors' apartments. Substantial portions of the church exterior are proposed to be retained with additions to the front, rear and top of the building and alterations to the windows, doors and roof.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council approve the alterations to the heritage property at 2 Station Road, in accordance with Section 33 of the Ontario Heritage Act, to allow for the construction of a multi-use facility that includes a new worship area, community uses and 30 seniors' apartments provided the existing church building is retained in situ, conserved and is subject to a Heritage Easement Agreement with the City, with such alterations to the property at 2 Station Road to be substantially in accordance with the plans and drawings prepared by Robert Reimers Architect Ltd. dated February 19, 2014 and the Heritage Impact Assessment (HIA) prepared by Martindale Planning Services., dated February 2014 both on file with

the Manager, Heritage Preservation Services, all subject to and in accordance with a Conservation Plan satisfactory to the Manager, Heritage Preservation Services and subject to the following additional conditions:

- a. That the related Zoning By-law Amendment giving rise to the proposed alterations have been enacted by the City Council and have come into full force and effect in a form and with content acceptable to the City Council, as determined by the Chief Planner and Executive Director, City Planning in consultation with the Manager, Heritage Preservation Services.
- b. That prior to the introduction of the bills for such Zoning By-law Amendment by City Council, the owner shall have:
 - i. Entered into a Heritage Easement Agreement for the property at 2 Station Road in accordance with the above referenced Heritage Impact Assessment and subject to and in accordance with the herein required Conservation Plan, all to the satisfaction of the Manager, Heritage Preservation Services including registration of such agreement to the satisfaction of the City Solicitor.
 - ii. Provided such Conservation Plan, prepared by a qualified heritage consultant, that is consistent with the conservation strategy set out in the Heritage Impact Statement for the property located at 2 Station Road dated February 2014, and all to the satisfaction of the Manager, Heritage Preservation Services.
 - iii. Completed and registered a Section 37 Agreement (pursuant to the Planning Act) to the satisfaction of the City Solicitor, the Chief Planner and Executive Director, City Planning and the Manager, Heritage Preservation Services
- c. That prior to Final Site Plan approval for the property at 2 Station Road:
 - i. The owner shall complete all heritage-related pre-approval conditions contained in a Notice of Approval Conditions for Site Plan Control to the satisfaction of the Manager, Heritage Preservation Services.
 - ii. The owner shall provide Final Site Plan drawings including drawings related to the approved Conservation Plan to the satisfaction of the Manager, Heritage Preservation Services.
 - iii. The related Zoning By-law giving rise to the proposed alterations shall be in full force and effect in a form and with content acceptable to the City Council, as determined by the Chief Planner

and Executive Director, City Planning in consultation with the Manager, Heritage Preservation Services.

- d. That prior to the issuance of any permit for the property at 2 Station Road, including a heritage permit or a building permit, but excluding permits for repairs and maintenance of the existing heritage building the owner shall:
 - i. Obtain final approval for the necessary by-law amendment required for the alterations to the property at 2 Station Road, such amendment to have been enacted by City Council and to have come into full force and effect in a form and with content acceptable to City Council as determined by the Chief Planner, and Executive Director, City Planning in consultation with the Manager, Heritage Preservation Services.
 - ii. Have obtained Final Site Plan approval for such property, issued by the Chief Planner and Executive Director, City Planning.
 - iii. Provide full building permit drawings, including notes and specifications for the conservation and protective measures keyed to the approved Conservation Plan, including a description of materials and finishes, to be prepared by the project architect and a qualified heritage consultant, all to the satisfaction of the Manager, Heritage Preservation Services.
 - iv. Provide a Lighting Plan that describes how the Wesley Mimico United Church will be sensitively illuminated to enhance its heritage character, to the satisfaction of the Manager, Heritage Preservation Services.
 - v. Provide an Interpretation Plan for 2 Station Road, to the satisfaction of the Manager, Heritage Preservation Services.
 - vi. Provide a Letter of Credit, including provision for upwards indexing, in a form and amount and from a bank satisfactory to the Manager, Heritage Preservation Services to secure all work included in the approved Conservation Plan, and the approved Interpretation Plan.
- e. That prior to the release of the Letter of Credit the owner shall:
 - i. Provide a letter of substantial completion prepared and signed by a qualified heritage consultant confirming that the conservation work and the interpretive work have been completed in accordance with the approved Conservation Plan and the approved Interpretation Plan, and that an appropriate standard of conservation has been

maintained, all to the satisfaction of the Manager, Heritage Preservation Services.

- ii. Provide replacement Heritage Easement Agreement photographs to the satisfaction of the Manager, Heritage Preservation Services.
2. City Council authorize the City Solicitor to enter into a Heritage Easement Agreement under Section 37 of the Ontario Heritage Act with the owner of 2 Station Road in a form and content satisfactory to the Chief Planner and City Solicitor.
3. City Council authorize the City Solicitor to introduce the necessary bill in Council authorizing the entering into of a Heritage Easement Agreement for the property at 2 Station Road.

Financial Impact

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

DECISION HISTORY

A Preliminary Report on the planning application was considered by Etobicoke York Community Council at its meeting of June 18, 2013 recommending that Planning staff hold a community consultation meeting. The preliminary report for this application can be found at:

<http://www.toronto.ca/legdocs/mmis/2013/ey/bgrrd/backgroundfile-58771.pdf>

The property at 2 Station Road is subject to an Intention to Designate under Part IV of the Ontario Heritage Act, adopted by City Council on December 16, 2013.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.MM45.11>

BACKGROUND

Development Proposal

The applicant proposes to construct a 1.5-storey addition to the front of the Wesley Mimico United Church and a 4-storey addition to the rear of the building. As well, third and fourth storey additions are proposed to be set back behind the roof ridge on the west side of the building. The proposed additions would result in a building height of approximately 11.8 m. The proposal requires the approval of an application to amend the Zoning By-law and a related report prepared by the Director, Community Planning will be considered at the June 17, 2014 meeting of the Etobicoke York Community Council.

The interior of the existing church would be redesigned so that the ground floor would be at grade providing universal accessibility. The ground floor of the building would provide a new flexible worship area as well as multi-use space, lounge and meeting space and kitchen facilities for the community programs. The three upper floors would contain up to 30 residential units. The main entrance of the building would be relocated from the

Mimico Avenue frontage to the original entrance, located in the bell tower, which is proposed to be retained and restored.

The development is subject to Site Plan Control. An application has been submitted and is being reviewed concurrently with this application.

Policy Framework

Planning Act and Provincial Policy Statement

The Provincial Policy Statement (PPS), 2014 provides policy direction on matters of provincial interest related to land use planning and development. These policies support the goal of enhancing the quality of life for all Ontarians. Key policy objectives include: building strong, healthy communities; wise use and management of resources; and protecting public health and safety. The PPS recognizes that local context and character is important. Policies are outcome oriented, and some policies provide flexibility in their implementation provided that provincial interests are upheld. City Council's planning decisions are required to be consistent with the PPS.

The Planning Act and the associated Provincial Policy Statement guide development in the Province and they include provincial interests regarding heritage resources as described in the Provincial Policy Statement issued under the authority of Section 3 of the Planning Act. The Planning Act requires that all decisions affecting land use planning matters "shall be consistent with" the Provincial Policy Statement. The Provincial Policy Statement (PPS) provides direction on matters of provincial interest related to land use planning and development, and promotes the provincial policy-led planning system.

Provincial Policy Statement 2.6.1 directs that "Significant built heritage resources and significant cultural heritage landscapes shall be conserved." Properties included on the City's Inventory of Heritage Properties are considered to be significant in this context. In the PPS 2014, *conserved* is defined as "the identification, protection, use and/or management of built heritage resources in a manner that ensures their cultural heritage value or interest is retained under the Ontario Heritage Act."

Official Plan

Policy 3.1.5.2 of the Official Plan states that "Heritage resources on properties listed on the City's Inventory of Heritage Properties will be conserved."

At its meeting of April 3, and 4, 2013, Toronto City Council adopted amendments to the Official Plan heritage policies. By-law 468-2013 enacting these policies has been appealed to the Ontario Municipal Board. While the amendments are not yet in force, HPS has also considered the proposal within the context of these amended policies.

The Standards and Guidelines for the Conservation of Historic Places in Canada

In 2008 Toronto City Council adopted the Standards and Guidelines for the Conservation of Historic Places in Canada as the official document guiding planning, stewardship and conservation approach for all listed and designated heritage resources within the City of Toronto.

Heritage Resource

Wesley Mimico United Church has cultural heritage value as a well-crafted 20th century church that blends features of the Late Romanesque Revival and Neo Gothic (Modern Gothic) styles. Its exterior design is distinguished by the east tower on Station Road and the detailing of the south façade facing Mimico Avenue, which represents the seamless integration of the 1923 and 1953 parts of the complex.

The architects for Wesley Mimico United Church, Horwood and White, are significant as important 20th century designers whose firm was a direct descendant of Henry Langley's practice. Horwood and White's commission for Wesley Mimico United Church was a deeply personal one for Horwood, who was a member of its congregation and a Mimico resident. His son, architect Eric Horwood, who headed the firm of Horwood and White until 1969, designed the 1953 addition to Wesley Mimico United Church.

Wesley Mimico United Church is valued as an institution of significance in the community. Its roots lie in the introduction of Methodism to Etobicoke in the mid-19th century when the congregation first built a church in Mimico in 1863 and relocating to its current location in 1923 where it expanded 30 years later. Wesley Mimico United Church continues to serve the local community and is valued as a local landmark.

The heritage attributes of the property at 2 Station Road are:

- The Wesley Mimico United Church building
- The placement, setting and orientation of the church building on the northwest corner of Station Road and Mimico Avenue
- The scale, form and massing of the long rectangular three-storey plan with the engaged transepts at the four corners and the narthex at the south end
- The materials, with brick cladding and brick, stone, wood and glass detailing
- The low-pitched gable roof with parapets, stone coping, and the clerestory with window openings
- On the principal (south) façade, the stepped frontispiece with stone and brick band courses and buttresses
- The main (south) entrance, where steps lead to a trio of round-arched openings, with a pair of wood doors with glass inserts and transoms in each opening
- Surmounting the south entry, the monumental round-arched opening that incorporates round and round-arched windows
- The fenestration on all elevations, with the round-arched and flat-headed window openings with brick trim, and the stained glass windows in some of the openings
- The buttresses on the east and west elevations that organize the pairs of window openings
- The square tower, which is located midway along the east elevation and has corbelled brickwork beneath a multi-side spire with gothic detailing (the original entrance to the church was on the east wall of the tower)

COMMENTS

Proposed Conservation Strategy

Heritage Preservation Services staff have reviewed plans and drawings prepared by Robert Reimers Architect Ltd. dated February 19, 2014, the Heritage Impact Assessment (HIA) prepared by Martindale Planning Services, dated February 2014 along with a Preliminary Façade Support Plan prepared by T. H. O'Rourke Structural Consultants, dated January 20, 2014.

Under the Parks Canada *Standards and Guidelines*, the conservation treatment proposed for alteration to the Wesley Mimico United Church is *Rehabilitation*. Rehabilitation involves the sensitive adaptation of an historic place or individual component for a continuing or compatible contemporary use, while protecting its heritage value.

The proposed conservation strategy includes the following retentions and interventions:

- maintain the exterior walls (with the exception of the north façade), bell tower and current footprint of the existing structure
- reconfigure the interior space (while interior spaces are not listed amongst the heritage attributes, the project teams intends to retain as much of the original interior as possible)
- re-establish the bell tower entrance as the main entrance and maintain its prominence
- re-position the sanctuary and other church space to be at grade level within a modern, compatible addition facing Mimico Avenue
- retain south-facing arched rose window, gabled parapet and recessed walls on either side of the front entrance
- re-use existing memorial stained glass windows in the new south addition
- build a compatible addition on the north and west elevations to create three storeys of residential seniors' apartments with a height not to exceed the original roof pitch
- remove the existing clerestory windows
- retain the majority of the existing fenestration
- incorporate transepts at the four corners into the additions
- recreate the roof peaks at the two and a half storey level at the new roof line and instate stone buttress caps
- ensure that the new roof has an overhang equivalent to the existing overhang
- do not extend additional floors beyond the building footprint
- match the character of the existing flashing with new copper green flashing

Assessment of Heritage Impacts

HPS has considered the proposal in the context of the Provincial Policy Statement 2014, the existing City of Toronto Official Plan Policies, Council adopted amendments to the Official Plan Policies and the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

The most significant impacts of the proposal on the heritage attributes are the additions to the south (1953 addition) and north facades of the building, as well as the replacement of the existing roof to facilitate the step-backed residential insertion. On the south façade the existing front entrance and steps will be removed in order to build a new worship/meeting space and provide universal accessibility. The monumental round-arched opening which incorporates round and round-arched windows at the third storey level will remain visible from Mimico Avenue and the addition will be designed to be compatible and distinguishable.

On the north elevation, the proposed addition will be separated from the original building by a banding currently depicted as dark but subject to change when the architectural design is finalized. The shape of the narthex remains clearly visible as do the existing buttresses and pilasters.

While the general shape and proportion of the additions are acceptable in terms of placement and volume, staff will continue to work with the applicant to refine the design and materials of the additions at the Site Plan stage to ensure that they are visually compatible with, distinguishable and subordinate to the heritage property, in keeping with Standard 11 of the *Standards and Guidelines*. This will require further exploration of suitable modern materials.

While the exterior alterations involve a number of interventions, staff concur with the heritage consultant that the proposal essentially conserves the bulk of the building's exterior, retains and respects the majority of the property's heritage attributes and is designed in such a way to ensure that new construction is generally compatible. Given that the original proposal (prior to application) was limited to the retention of the bell tower alone, the design changes and related conservation strategy have evolved substantially. Continued refinement and enhanced conservation measures are anticipated to be secured during the preparation of the Conservation Plan by the conservation architect.

Additional Recommended Studies

Should Council approve the proposed alterations subject to the conditions recommended, Heritage Preservation Services is recommending that a number of additional plans be completed and implemented in order to ensure the appropriate conservation of these heritage properties. The implementation of these plans is recommended to be additionally secured through the proposed by-law amendment and Section 37 Agreement between the owner and the City pursuant to the Planning Act.

Conservation Plan

Prior to the introduction of the Bill in Council for the Zoning By-law Amendment, the applicant should be required to submit a Conservation Plan for the work described in the Heritage Impact Assessment, prepared by a qualified heritage architect and conservation specialist, all to the satisfaction of the Manager, Heritage Preservation Services. The Plan should detail all of the recommended interventions and conservation work including the

conservation of the original exterior fabric; a schedule of short and long term maintenance requirements and estimated costs for all conservation work. A key component of the Conservation Plan will be a detailed description of bracing and shoring for the *in situ* preservation of the remaining elevations and specifications for all exterior work.

Lighting Plan

Prior to the issuance of any permit for the proposed development at 2 Station Road, the applicant should be required to submit a lighting plan to the satisfaction of the Manager of Heritage Preservation Services. This plan should provide details of how the exterior of the Wesley Mimico United Church will be sensitively lit to enhance the building's heritage character at night.

Heritage Interpretation Plan

Heritage interpretation enhances personal experiences, increases respect and understanding, and communicates the importance of our cultural heritage sites. Prior to the issuance of any permit for the proposed development at 2 Station Road, the applicant should be required to provide an Interpretation Plan to the satisfaction of the Manager, Heritage Preservation Services that fully interprets the heritage values of the Wesley Mimico United Church

Landscape Plan

As part of their application the applicants submitted landscape concept plans. The plans show proposed landscaping treatments for the development site. This concept will need to be refined with involvement of a heritage professional. Heritage Preservation Services will be seeking a final landscape plan for the property as part of the Site Plan process.

CONCLUSION

The proposed rehabilitation retains the church's historic use while adding compatible community and residential uses. The proposed alterations contained within the Rezoning application for 2 Station Road as recommended by City Planning staff, as described in this report and, subject to the conditions set forth in the recommendations of this report, are consistent with the Provincial Policy Statement, the City of Toronto Official Plan Heritage Policies, the City of Toronto Official Plan revised Heritage Policies (By-law 468-2013), and the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

Should Toronto City Council endorse the proposal, staff will continue to work with the applicants on the Conservation Plan for 2 Station Road, architectural refinements to the form and material of the additions and all other recommended studies and plans. The project requires completion of a Site Plan Agreement with the City and a Heritage Easement Agreement will allow the City to continue to monitor the property and to ensure its long term conservation.

CONTACT

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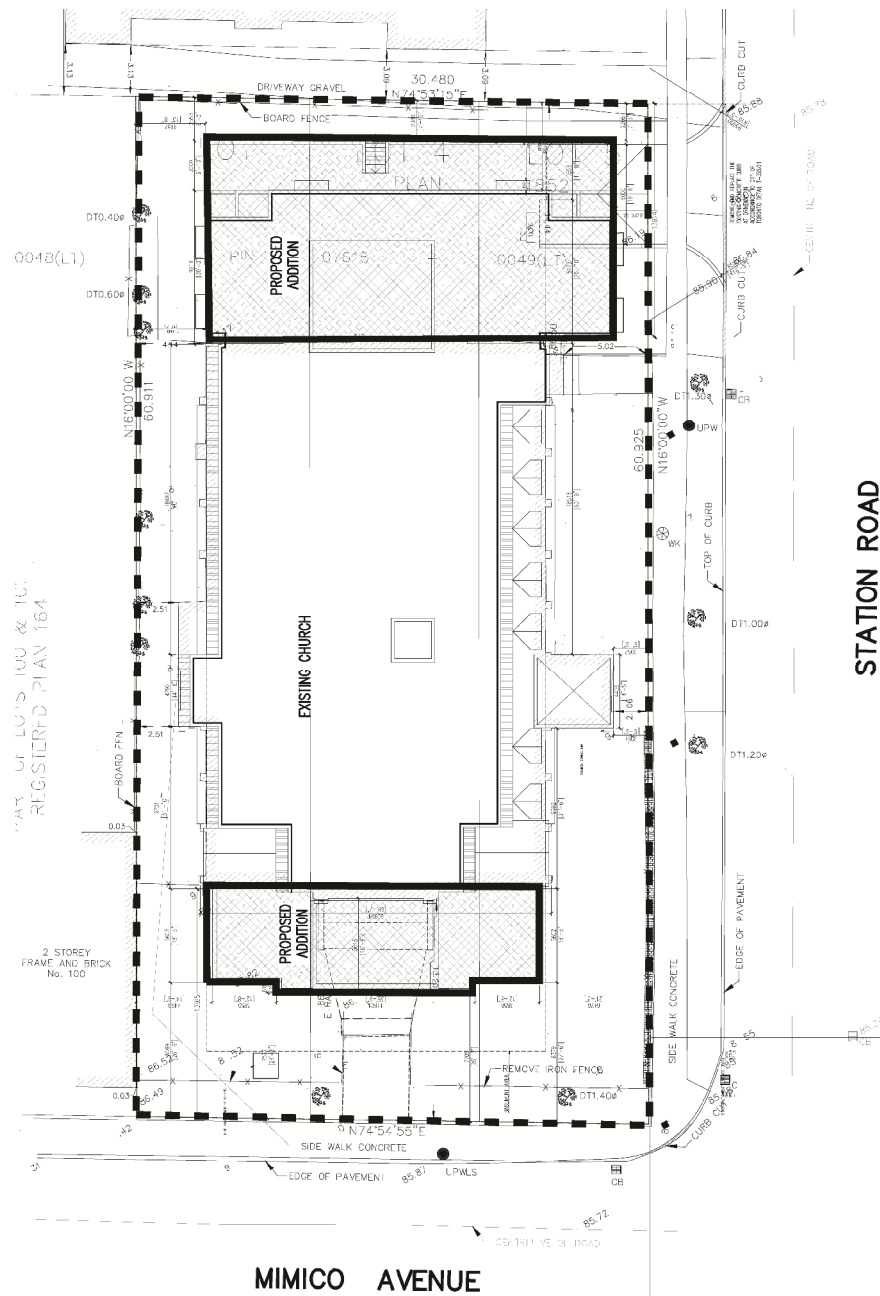
SIGNATURE

Harold Madi
Director, Urban Design
City Planning Division

ATTACHMENTS

Attachment No. 1 – Site Plan, 2 Station Road
Attachment No. 2 – Photographs, 2 Station Road
Attachment No. 3 – Proposal, elevations South and East, 2 Station Road
Attachment No. 4 – Proposal, elevations North and West, 2 Station Road

Attachment 1: Site Plan



Site Plan

Applicant's Submitted Drawing

Not to Scale
03/24/2014



2 Station Road

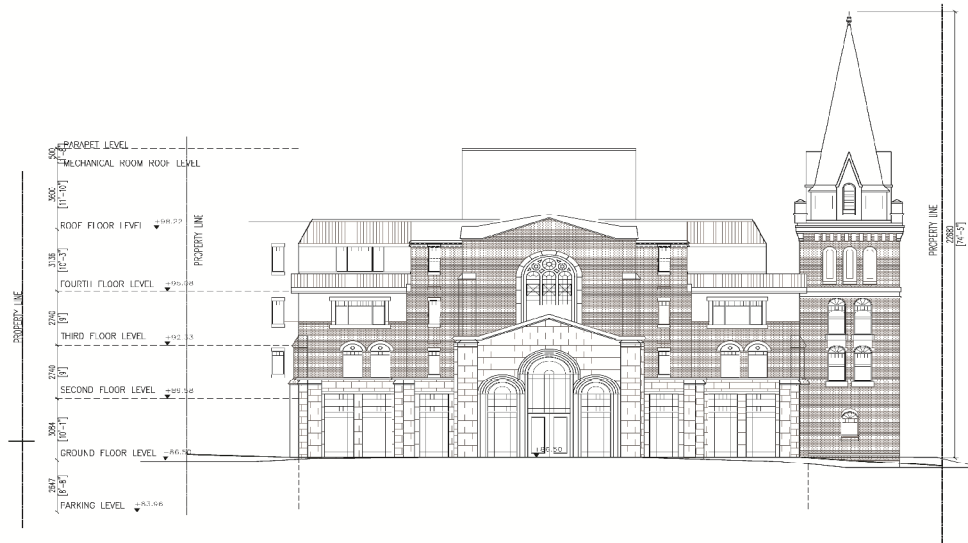
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Attachment 2: Photographs



2 Station Road: showing the rear north wall (top), east elevation along Station Road (middle) and the south elevation (Heritage Preservation Services, February 2013)

Attachment 3: Elevations – South and East



South Elevation



East Elevation

Elevations

Applicant's Submitted Drawing

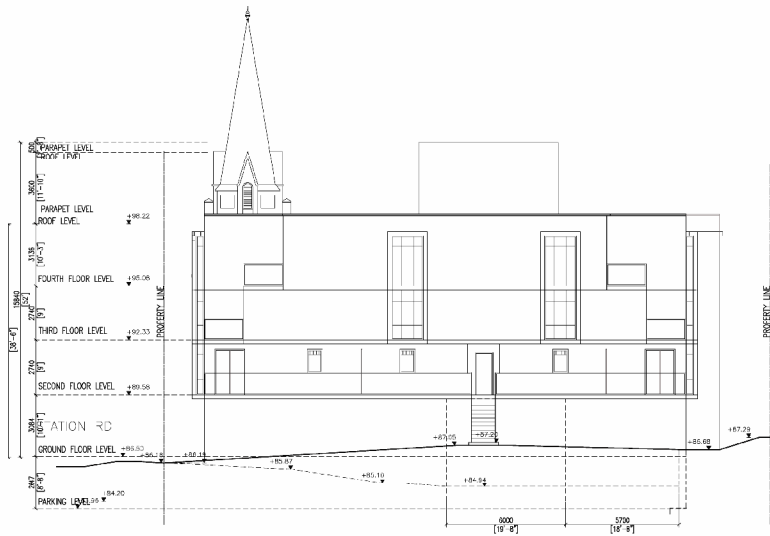
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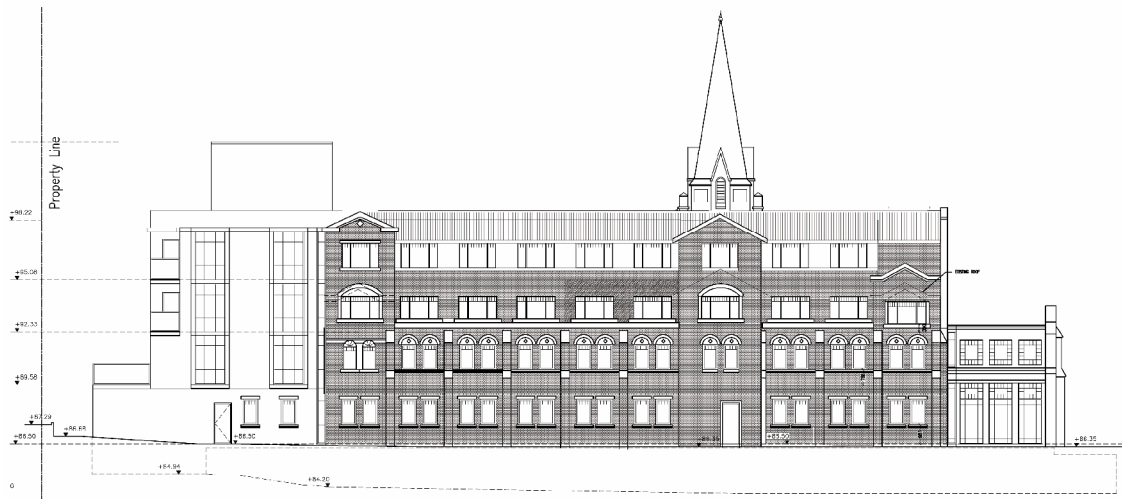
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Attachment 4: Elevations – North and West



North Elevation



West Elevation

Elevations

Applicant's Submitted Drawing

Not to Scale

03/27/2014

2 Station Road

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