

Alterations to a Heritage Property and Authority to Enter into a Heritage Easement Agreement - 2365 Bayview Avenue

Date: November 10, 2021

To: Toronto Preservation Board

North York Community Council

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

Wards: Don Valley West - Ward 15

SUMMARY

The property at 2365 Bayview Avenue (the Frank P. Wood estate) is listed on the City's Heritage Register and meets the provincial criteria for designation under Part IV, Section 29 of the Ontario Heritage Act. At the time of writing this report, a report recommending that it be designated is to be considered by the City Council on December 15/16, 2021. As a consequence, by the time this report is considered by City Council in January 2022 a Notice of Intention to Designate is likely to have been issued. This report therefore recommends that if a Notice of Intention has been issued, City Council approve the alterations proposed under S. 33 of the Ontario Heritage Act for the heritage property in connection with a proposed development, and grant authority to enter into a Heritage Easement Agreement for the subject property.

The property at 2365 Bayview Avenue contains the Frank P. Wood estate now known as the Crescent School. It is part of a sequence of grand estates, constructed between 1920 and 1940, on the forested ravine above the western branch of the Don River, in the Bridle Path-Sunnybrook-York Mills neighbourhood. In 1928, Frank P. Wood commissioned the New York firm of Delano & Aldrich Architects to design his residential estate. They designed a meticulously-detailed Georgian Revival house and service buildings, clad in limestone and slate, set within a picturesque complex. The property also contains a painting studio designed as a log cabin. Crescent School purchased the property in 1967 and relocated there in 1970.

The proposed two-storey addition is to provide a new dining hall and school entrance that will connect to the north side-wall of the manor house's service wing. Its construction will result in the demolition of the remnant of the secondary garage and the infilling of the remaining portion of the service court. No alterations are proposed to the manor house.

RECOMMENDATIONS

The Senior Manager, Heritage Planning, Urban Design, City Planning recommends that, if a Notice of Intention to Designate has been issued:

1. City Council approve the alterations to the heritage property at 2365 Bayview Avenue, in accordance with Section 33 of the Ontario Heritage Act, to allow for the construction of a two-storey addition to the Crescent School on the lands known municipally in 2021 as 2365 Bayview Avenue, with such alterations substantially in accordance with plans and drawings dated April 23, 2021, prepared by Perkins & Will and on file with the Senior Manager, Heritage Planning; and the Heritage Impact Assessment (HIA), prepared by Common Bond Collective, dated September 30, 2020 and on file with the Senior Manager, Heritage Planning, all subject to and in accordance with a 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 2365 Bayview Avenue the owner shall:

1. Enter into a Heritage Easement Agreement with the City for the property at 2365 Bayview Avenue in accordance with the plans and drawings dated April 23, 2021, prepared by Perkins & Will and on file with the Senior Manager, Heritage Planning, the Heritage Impact Assessment prepared by Common Bond Collective, dated September 30, 2020, and in accordance with the Conservation Plan required in Recommendation 1.a.2, to the satisfaction of the Senior Manager, Heritage Planning including registration of such agreement to the satisfaction of the City Solicitor.
2. Provide a detailed Conservation Plan, prepared by a qualified heritage consultant that is consistent with the conservation strategy set out in the Heritage Impact Assessment for 2365 Bayview Avenue prepared by Common Bond Collective, dated September 30, 2020, to the satisfaction of the Senior Manager, Heritage Planning.
3. Provide final Site Plan drawings substantially in accordance with the approved Conservation Plan required in Recommendation 1.a.2 to the satisfaction of the Senior Manager, Heritage Planning.
4. Provide a Heritage Lighting Plan that describes how the exterior of the heritage property will be sensitively illuminated to enhance its heritage character to the satisfaction of the Senior Manager, Heritage Planning and thereafter shall implement such Plan to the satisfaction of the Senior Manager, Heritage Planning.
5. Provide a detailed landscape plan for the subject property, satisfactory to the Senior Manager, Heritage Planning.

6. Provide an Interpretation 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 2365 Bayview Avenue, including a heritage permit or a building permit, but excluding permits for repairs and maintenance and usual and minor works for the existing heritage building as are acceptable to the Senior Manager, Heritage Planning, the owner shall:

1. Provide building permit drawings, including notes and specifications for the conservation and protective measures keyed to the approved Conservation Plan required in Recommendation 1.a.2, 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 a Letter of Credit, including provision for upwards indexing, in a form and amount and from a bank satisfactory to the Senior Manager, Heritage Planning, to secure all work included in the approved Conservation Plan, Lighting Plan and Interpretation Plan.

3. Provide full documentation of the existing heritage property, 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 CD 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.

c. That prior to the release of the Letter of Credit required in Recommendation 1.b.2, the owner shall:

1. Provide a letter of substantial completion prepared and signed by a qualified heritage consultant confirming that the required conservation work and the required interpretive work has been completed in accordance with the Conservation Plan and Interpretation Plan and that an appropriate standard of conservation has been maintained, all to the satisfaction of the Senior Manager, Heritage Planning.

2. Provide replacement Heritage Easement Agreement photographs to the satisfaction of the Senior Manager, Heritage Planning.

2. City Council authorize the entering into of a Heritage Easement Agreement under Section 37 of the Ontario Heritage Act with the owner of 2365 Bayview Avenue in a

form and content satisfactory to the City Solicitor and the Chief Planner and Executive Director, City Planning.

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 2365 Bayview Avenue.

FINANCIAL IMPACT

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

DECISION HISTORY

A report containing Staff's final recommendations on the cultural heritage value of the property will be considered at the November 25, 2021 Planning and Housing Committee meeting and at City Council on December 15/16, 2021. The report recommends designation of the property at 2365 Bayview Avenue under Part IV, Section 29 of the Ontario Heritage Act and contains a revised version of the previously recommended Statement of Significance.

A report recommending designation of the property at 2365 Bayview Avenue, alterations and authority to enter into a Heritage Easement Agreement was referred back to staff at the April 20, 2021 meeting of North York Community Council and consideration was given to the refinement of heritage attributes in the recommended Statement of Significance.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.NY23.30>

At its meeting of September 27, 2006, Toronto City Council adopted a Clause to confirm that properties listed on the heritage inventories of former municipalities were to be included on the City of Toronto Inventory, now known as the Heritage Register.

<https://www.toronto.ca/legdocs/2006/agendas/council/cc060925/plt6rpt/cl003.pdf>

The City of North York included the property at 2365 Bayview Avenue on their Inventory of Heritage Properties and then, in 1998, amended that listing to also include the log cabin on the property.

<https://www.toronto.ca/legdocs/1998/agendas/council/cc/cc981216/ny15rpt/cl019.htm>

BACKGROUND

Area Context

The subject property at 2365 Bayview Avenue is located on the east side of Bayview Avenue, north of Lawrence Avenue East in the Bridle Path-Sunnybrook-York Mills

neighbourhood. Originally the Frank P. Wood estate, and now owned by the Crescent School, the property is part of a sequence of grand estates, constructed between 1920 and 1940, on the forested ravine above the western branch of the Don River. Most of the properties now have institutional uses and the original buildings and landscape features have been wholly or partly adaptively re-used for their new functions.

Heritage Property

The property at 2365 Bayview Avenue (the Frank P. Wood estate, now known as the Crescent School) was included on the City of Toronto's Heritage Register in 2006. Following City staff's additional research and evaluation under Ontario Regulation 9/06, the provincial criteria prescribed for municipal designation, it has been determined that the property at 2365 Bayview Avenue merits designation under Part IV Section 29 of the Ontario Heritage Act for its design, associative and contextual value.

The 30-acre property at 2365 Bayview Avenue was purchased in 1928 by Frank P. Wood, the financier, art collector and major benefactor of the Art Gallery of Toronto (now the AGO), as the location for his new home. Wood commissioned the New York firm of Delano & Aldrich Architects who designed the buildings and setting in 1930. A log cabin, designed by Gordon Gibson was also added to the property. The estate included a stone manor house that was connected to a service wing that provided garage and staff accommodation. To the north of this primary service-garage a separate smaller secondary garage building was constructed that was separated from the primary service garage by a courtyard.

With Wood's death in 1955 the estate was bequeathed to the Art Gallery of Toronto and purchased in 1967 by the Crescent School. The school relocated to the Bayview Avenue property in 1970 and have added a number of educational buildings, maintaining most of the original complex and its setting.

Adjacent Heritage Property

2395 Bayview Avenue

The Bob Rumball Canadian Centre of Excellence for the Deaf is located at 2395 Bayview Avenue, immediately north of the development site. The property contains a Tudor Revival manor, formerly known as Stonedene, constructed in 1929 for Harry Lynne Plummer. This property is listed on the City's Heritage Register.

Development Proposal

The development application proposes the construction of a two-storey addition to the existing school to be located to the north of the historic primary service-garage of the manor house, between the existing dining hall and the playing field. The addition is to accommodate a new dining hall and front entrance. The existing remnant of the secondary garage is to be demolished and the addition will connect to the north façade of the retained primary service-garage building of the manor house, infilling the service court. No alterations are proposed to the manor house. This proposal is phase one of the Crescent School's five year master planning project.

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."

Provincial Plans

Provincial Plans are intended to be read in their entirety and relevant policies are to be applied to each situation. The policies of the Plans represent minimum standards. Council may go beyond these minimum standards to address matters of local importance, unless doing so would conflict with any policies of the Plans.

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.

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 alterations:

3.1.5.4: "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."

3.1.5.5: "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."

3.1.5.6: "The adaptive re-use of properties on the Heritage Register is encouraged for new uses permitted in the applicable Official Plan land use designation, consistent with the "Standards and Guidelines for the Conservation of Historic Places in Canada."

3.1.5.16: "Properties on the Heritage Register and publicly known archaeological sites and artifacts will be promoted through educational programs, museums, local celebrations and other programming opportunities."

3.1.5.26: "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."

3.1.5.27: "Where it is supported by the cultural heritage values and attributes of a property on the Heritage Register, the conservation of whole or substantial portions of buildings, structures and landscapes on those properties is desirable and encouraged. The retention of façades alone is discouraged."

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 General Standards (1-9) the Standards for Rehabilitation (10-12), and the Standards for Restoration (13-14) apply to this project.

The Standards and Guidelines can be accessed here:
<http://www.historicplaces.ca/media/18072/81468-parks-s+g-eng-web2.pdf>

COMMENTS

Heritage Planning staff has reviewed the Heritage Impact Assessment submitted in support of the proposal prepared by Common Bond Collective, for conformity with the Planning Act, the Provincial Policy Statement, the Growth Plan and the City's Official Plan heritage policies and the Standards and Guidelines for Conservation of Historic Places in Canada.

Demolition of Secondary Garage Building Remnant and Infilling of Service Court

The proposal involves the demolition of a remnant of the original secondary garage and infilling the original service court. The original secondary garage was substantially altered for the construction of the existing dining hall. The original slate roof with dormers and west wall remain and remnants of the north and south wall exist but were substantially altered by the addition that was constructed in 1988. This 1988 addition also partially infilled the service court located between the secondary garage and primary service-garage building. These changes considerably lessened the integrity of the secondary garage. It is no longer legible as a standalone building and it has lost its integrity through significant alterations. In addition its relationship to the manor house and the larger primary service-garage building was considerably diminished.

To mitigate the demolition of the secondary garage remnant and the infilling of the service court, the applicant proposes to collect archival records that document the design and construction of the original estate and to provide a photographic record of the estate's existing condition. The service court has two short original landscape walls that will be demolished. The materials from these walls will be salvaged and incorporated into the new walls and used for any masonry restoration that is needed for the service-garage building. The historic landscape walls in front of the manor house will not be impacted by the proposal and are outside of the area of work.

Proposed Addition

The proposed two-storey addition is designed to be compatible with, distinguishable from and subordinate to the historic manor house and service-garage building, consistent with the Parks Canada Standards and Guidelines for the Conservation of Historic Places. The Heritage Impact Assessment submitted with the application finds that the proposal conserves the cultural heritage value of the property and that the heritage impacts of the proposal are appropriately mitigated.

The addition consists of a dining hall and front entrance that will be located in front of the existing school to the north of the historic manor house and primary service-garage building. The addition will infill the remainder of the service court that originally separated the two service-garages and it will connect to the north side wall of the retained primary service-garage building. The north side wall of the primary service-

garage building will be conserved on the interior of the new addition, ensuring that the original design is legible and helping to conserve the three-dimensional integrity of the service-garage building. The portion of the addition that connects to the service-garage building is the new front entrance to the school. The entrance portion of the addition is one-storey, so it is lower than the service-garage building and connects below the eave. The entrance projects beyond the service-garage building's front wall and it has a canopy for weather protection that extends further west. To the north of the entrance, the addition increases in height for the new dining hall. The entrance provides an appropriate transition between the retained historic service-garage building and the new dining hall.

The material palette of the addition is clearly contemporary, high-quality and complementary to the manor house and service-garage building. The front entrance will be fully glazed and the front wall of the dining hall will also be fully glazed with the glazing wrapping around the corners to a portion of both the south and north side walls. The remainder of the south and north side walls of the dining hall will be clad in contemporary stone veneer that relates to the limestone cladding of the manor house and service-garage building. The stone veneer will also be used to clad an architectural feature wall immediately north of the entrance canopy.

Adjacency

The proposal conserves the cultural heritage value of the adjacent heritage property at 2395 Bayview Avenue, the Bob Rumball Canadian Centre of Excellence for the Deaf. Given to the large size of both properties (the subject property comprising 30 acres) the proposed addition will have no impact on the adjacent heritage property.

Heritage Easement Agreement and Additional Plans

Conservation Plan

Should Council approve the proposed conservation strategy, the owner should be required to submit a Conservation Plan for the work described in the Heritage Impact Assessment prepared by a qualified heritage professional to the satisfaction of the Senior Manager, Heritage Planning.

Interpretation and Lighting Plans

Should Council approve the proposed conservation strategy, prior to final Site Plan approval for the proposed development, the applicant should be required to submit a heritage lighting plan and a heritage interpretation plan to the satisfaction of the Senior Manager, Heritage Planning. The lighting plan should provide details of how the heritage estate will be lit so that its unique heritage character is highlighted. The interpretation plan should serve to communicate the cultural heritage values of the property to users and visitors of the property.

Landscape Plan

Staff is recommending that the applicant be required to provide a final Landscape Plan that enhances the heritage character of the property to the satisfaction of the Senior Manager, Heritage Planning as a condition of Site Plan approval.

Designation and Heritage Easement Agreement

Staff is recommending that the property be designated under Part IV, Section 29 of the Ontario Heritage Act. Staff is also recommending that the owner enter into a Heritage Easement Agreement to secure the long-term protection of the heritage property at 2365 Bayview Avenue.

CONCLUSION

Staff are supportive of the proposal to alter the property at 2365 Bayview Avenue, the Frank P. Wood estate (now known as the Crescent School), to allow for the development of a two-storey addition for a new dining hall and front entrance. Staff support the proposed alterations and the demolition of the secondary garage remnant in the context of the conservation and mitigation strategies proposed for the site and are of the opinion that the proposal has been designed to conserve the cultural heritage values, attributes and character of the heritage property. As such, staff is satisfied the proposal meets the intent of the Planning Act, the Provincial Policy Statement, the Growth Plan (2020) and the City of Toronto's Official Plan heritage policies in conjunction with the Standards and Guidelines for the Conservation of Historic Places in Canada.

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SIGNATURE

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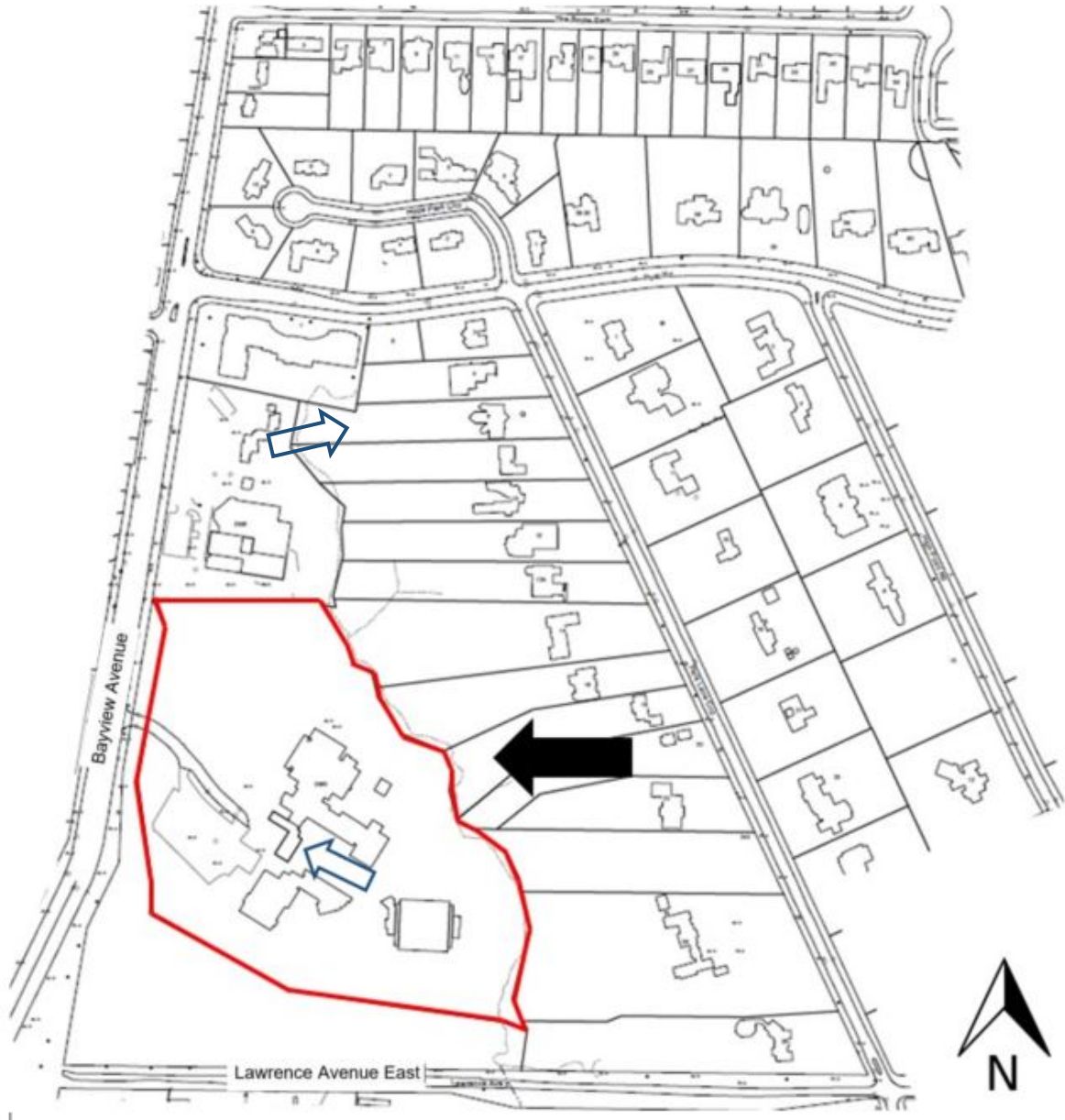
ATTACHMENTS

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

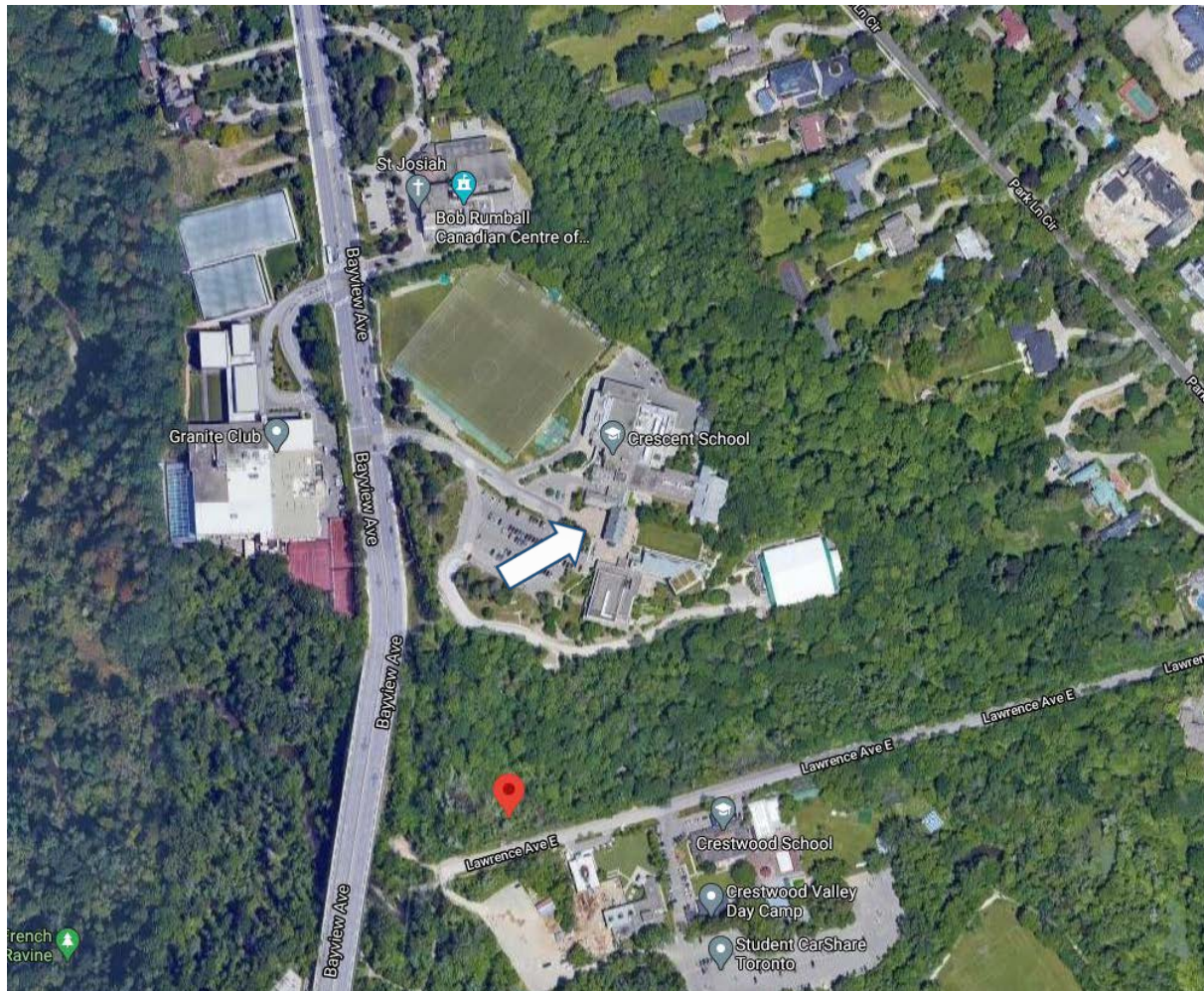
LOCATION MAP

ATTACHMENT 1

2365 Bayview Avenue



Location Map, showing the property on the east side of Bayview Avenue, north of Lawrence. The arrow indicates the original buildings of the Frank P. Wood estate. The surrounding buildings have been constructed by the Crescent School



1. Aerial view of the neighbourhood surrounding the property at 2365 Bayview Avenue looking north, showing the adjacent heritage property at 2395 Bayview Avenue to the north, Lawrence Avenue to the south and the Bridle Path neighbourhood to the east. The arrow indicates the original Frank P. Wood house, forecourt and out-buildings (Google Maps, 2021)



2. Aerial view of the property at 2365 Bayview Avenue looking east and showing the original buildings and features of the Frank P. Wood estate including the main house (labelled 1), its forecourt (labelled 2) and lawn (labelled 3), the primary service-garage (labelled 4), the remnant of the secondary garage (labelled 5), the service court between (labelled 6) and the driveway leading from Bayview Avenue (labelled 7). The remaining buildings, sports fields and parking lots are those constructed by the Crescent School (Google Maps, 2021)

2365 Bayview Avenue



1. View of the Frank P. Wood estate, now part of the Crescent School from Bayview Avenue, with new school buildings on the left (All photographs by Heritage Planning, 2021, unless otherwise indicated)



2. View of the walled forecourt with the principal (west) elevation of the house and the service-garage building to the left



3. View of the forecourt with the service-garage building, left and the house, right



4. View of the service-garage building, south elevation



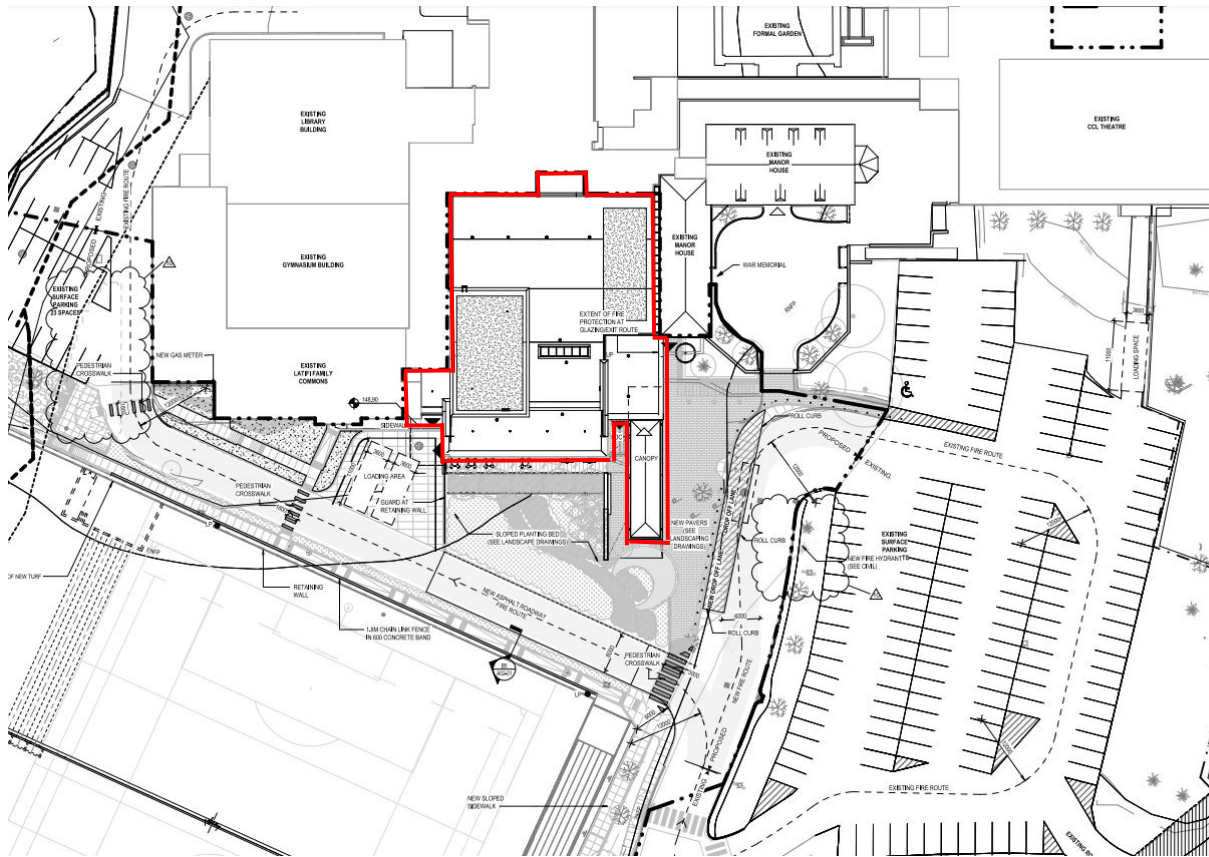
5. North and west elevation of the service-garage building with the gable of the main house beyond



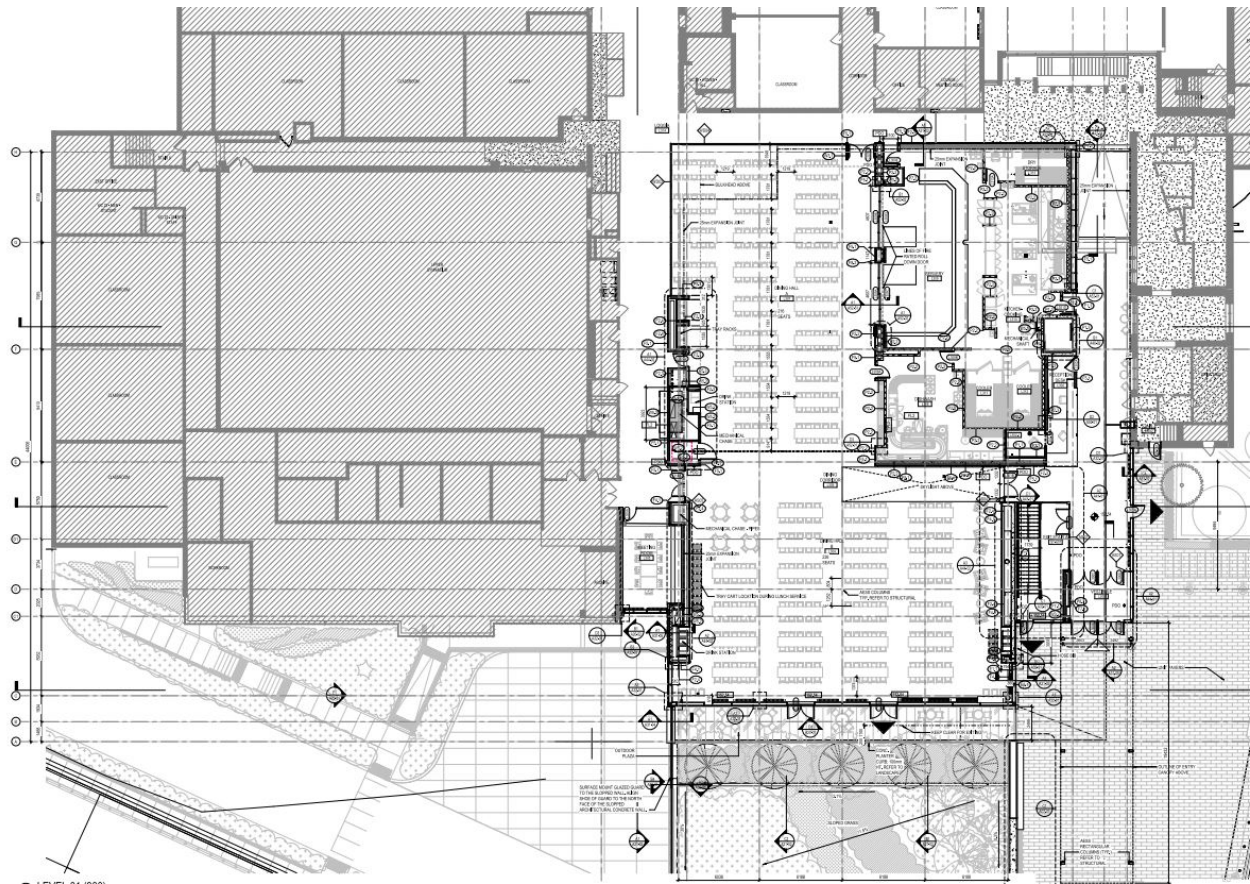
6. West and south elevations of the garage building with the extension of the ground floor to accommodate the school dining hall

2365 Bayview Avenue

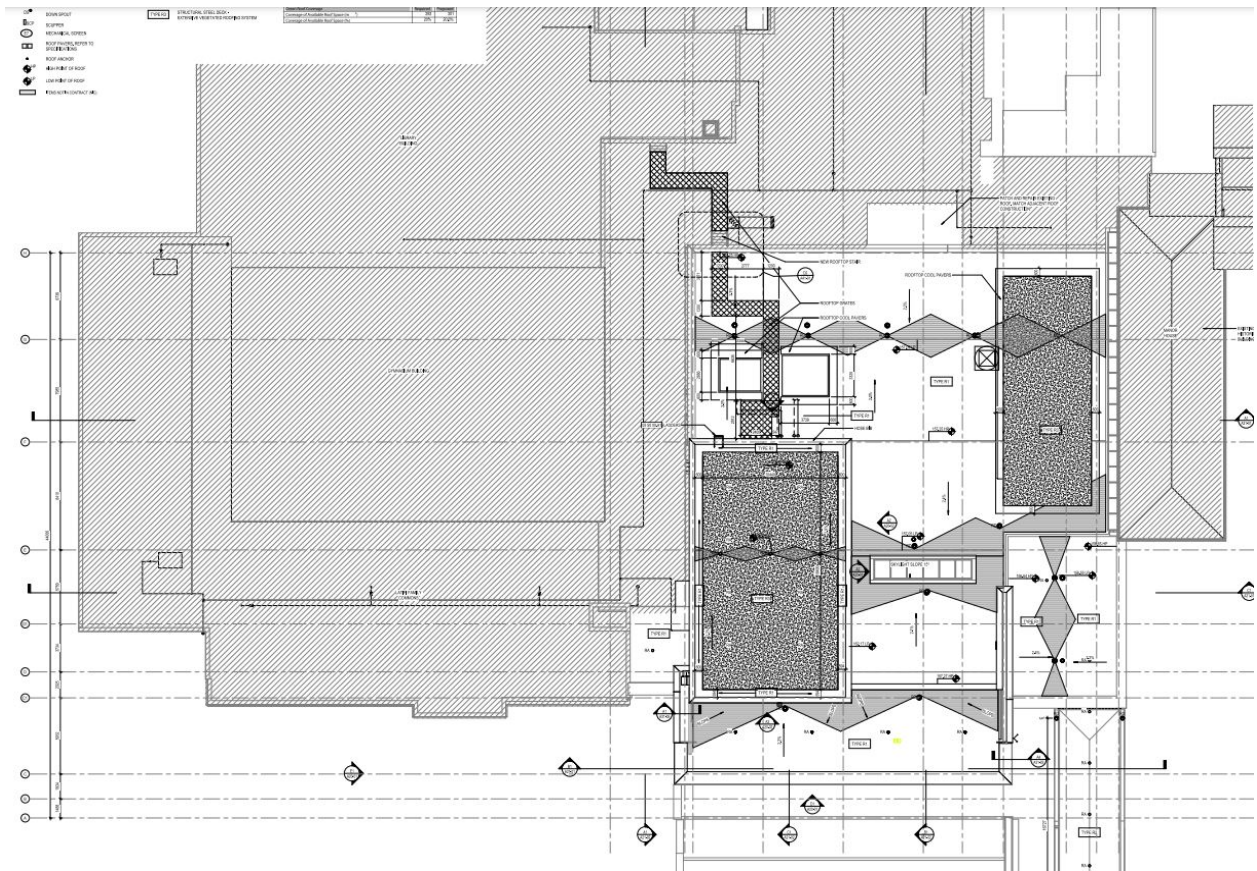
ATTACHMENT 4



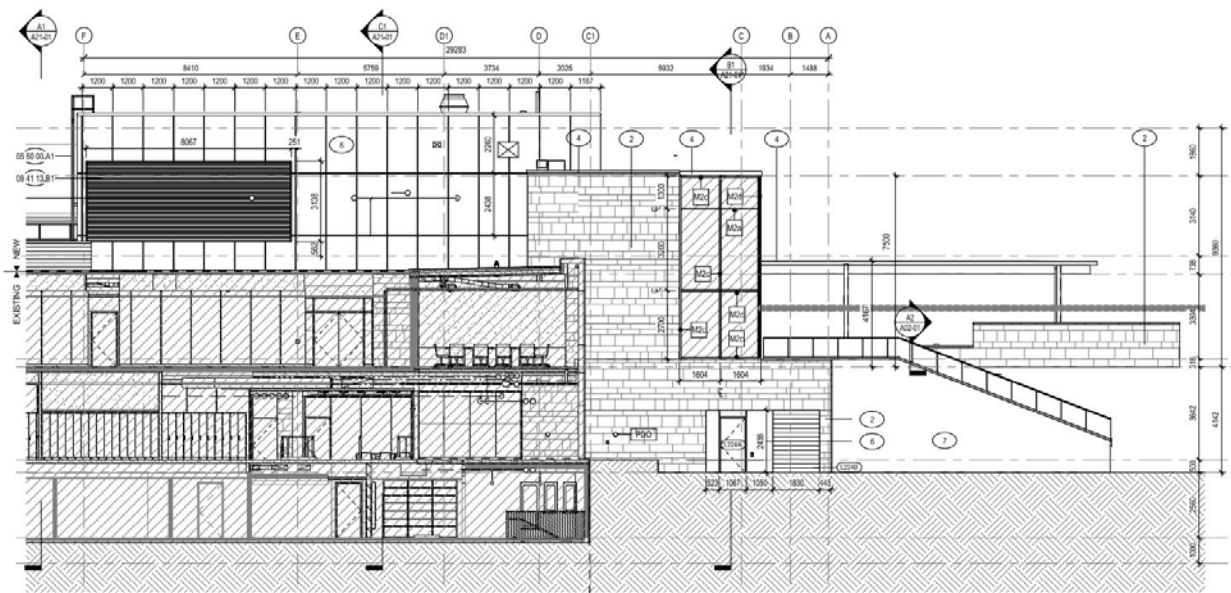
Site plan included for illustration purposes. Proposed new addition is outlined in red. For the complete drawing set, please visit the [Application Information Centre](#). (Perkins & Will, April 23, 2021)



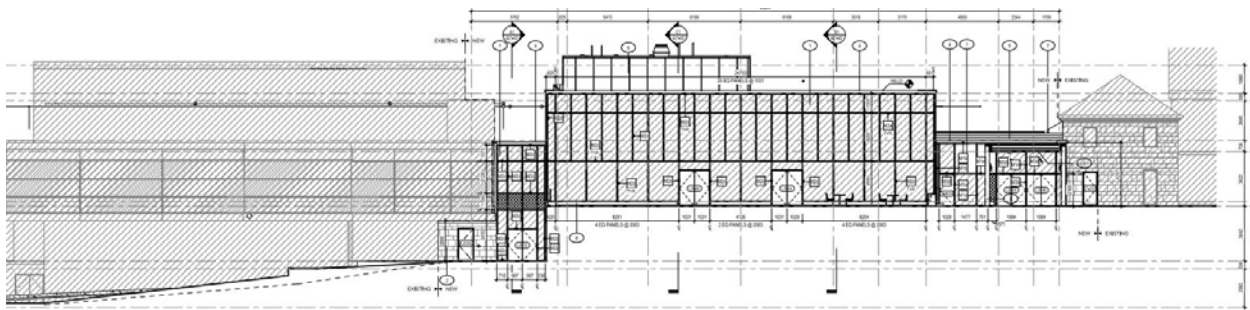
Floor plan L01 and L02 included for illustration purposes. For the complete drawing set, please visit the [Application Information Centre](#). (Perkins & Will, April 23, 2021)



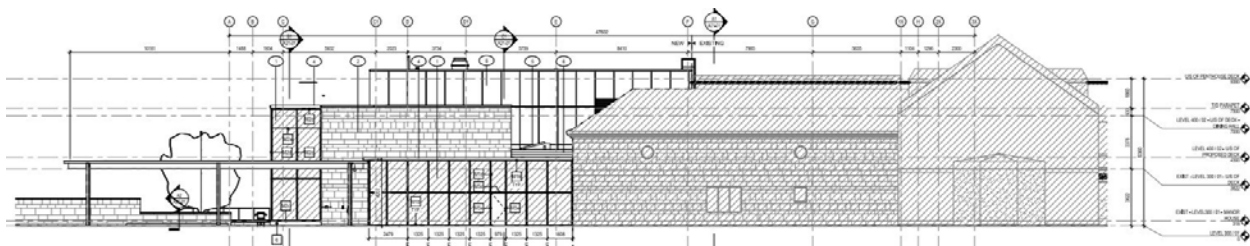
Roof plan included for illustration purposes. For the complete drawing set, please visit the [Application Information Centre](#). (Perkins & Will, April 23, 2021)



North elevation drawings included for illustration purposes. For the complete drawing set, please visit the [Application Information Centre](#). (Perkins & Will, April 23, 2021)



West elevation drawings included for illustration purposes. For the complete drawing set, please visit the [Application Information Centre](#). (Perkins & Will, April 23, 2021)



South elevation drawings included for illustration purposes. For the complete drawing set, please visit the [Application Information Centre](#). (Perkins & Will, April 23, 2021)