

14 Scotswood Road - Inclusion on the City of Toronto's Heritage Register

Date: May 24, 2022

To: Toronto Preservation Board

Scarborough Community Council

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

Wards: Scarborough Centre - Ward 21

SUMMARY

This report recommends that City Council include the property at 14 Scotswood Road on the City of Toronto's Heritage Register. The property has been researched and evaluated by staff using the criteria prescribed by the Province through Ontario Regulation 9/06. The property at 14 Scotswood Road has been determined to meet one or more of the provincial criteria for determining cultural heritage value or interest for designation under Part IV of the Ontario Heritage Act, which the City applies when assessing properties for inclusion on the City's Heritage Register.

The subject property is situated on the south side of Scotswood Road with Marchington Circle to its north, east, and west and Orlando Boulevard to its south. It contains West Ellesmere United Church, which consists of a church building and Christian Education Centre that are interconnected through a T-shaped building. The church building was constructed in 1958 and the Christian Education Centre in 1961-2 and both were designed by the prolific Canadian architectural firm of Craig and Zeidler.

Properties on the Heritage Register will be conserved and maintained in accordance with the Official Plan Heritage Policies.

RECOMMENDATIONS

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

1. City Council include the property at 14 Scotswood Road on the City of Toronto's Heritage Register in accordance with the Listing Statement (Reasons for Inclusion), attached as Attachment 3 to the report (May 24, 2022) from the Senior Manager, Heritage Planning, Urban Design, City Planning.

FINANCIAL IMPACT

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

DECISION HISTORY

There is no decision history.

BACKGROUND

Heritage Planning Framework

The conservation of cultural heritage resources is an integral component of good planning, contributing to a sense of place, economic prosperity, and healthy and equitable communities. Heritage conservation in Ontario is identified as a provincial interest under the Planning Act. Cultural heritage resources are considered irreplaceable and valuable assets that must be wisely protected and managed as part of planning for future growth under the Provincial Policy Statement (2020) and A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020). Heritage Conservation is enabled through the Ontario Heritage Act. The City of Toronto's Official Plan implements the provincial policy regime, the Planning Act, the Ontario Heritage Act and provides policies to guide decision making within the city.

Good planning within the provincial and municipal policy framework has at its foundation an understanding and appreciation for places of historic significance, and ensures the conservation of these resources are to be balanced with other provincial interests. Heritage resources may include buildings, structures, monuments, and geographic areas that have cultural heritage value or interest to a community, including an Indigenous community.

The Planning Act establishes the foundation for land use planning in Ontario, describing how land can be controlled and by whom. Section 2 of the Planning Act identifies heritage conservation as a matter of provincial interest and directs that municipalities shall have regard to the conservation of features of significant architectural, historical,

archaeological or scientific interest. Heritage conservation contributes to other matters of provincial interest, including the promotion of built form that is well-designed, and that encourages a sense of place.

The Planning Act requires that all decisions affecting land use planning matters shall conform to the Growth Plan and shall be consistent with the Provincial Policy Statement, both of which position heritage as a key component in supporting key provincial principles and interests.

<https://www.ontario.ca/laws/statute/90p13>

The Provincial Policy Statement provides policy direction on land use planning in Ontario and is to be used by municipalities in the development of their official plans and to guide and inform decisions on planning matters, which shall be consistent with the Provincial Policy Statement. The Provincial Policy Statement articulates how and why heritage conservation is a component of good planning, explicitly requiring the conservation of cultural heritage and archaeological resources, alongside the pursuit of other provincial interests. The Provincial Policy Statement does so by linking heritage conservation to key policy directives, including building strong healthy communities, the wise use and management of resources, and protecting health and safety.

Section 1.1 Managing and Directing Land Use to Achieve Efficient and Resilient Development states that long-term economic prosperity is supported by, among other considerations, the promotion of well-designed built form and cultural planning, and the conservation of features that help define character. Section 2.6 Cultural Heritage and Archaeology subsequently directs that "significant built heritage resources and significant cultural heritage landscapes shall be conserved". Through the definition of conserved, built heritage resources, cultural heritage landscape and protected heritage property, the Provincial Policy Statement identifies the Ontario Heritage Act as the primary legislation through which heritage conservation will be implemented.

<https://www.ontario.ca/page/provincial-policy-statement-2020>

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) builds on the Provincial Policy Statement to establish a land use planning framework that supports complete communities, a thriving economy, a clean and healthy environment and social equity. Section 1.2.1 Guiding Principles states that policies in the plan seek to, among other principles, "conserve and promote cultural heritage resources to support the social, economic, and cultural well-being of all communities, including First Nations and Metis communities". Cultural heritage resources are understood as being irreplaceable, and are significant features that provide people with a sense of place. Section 4.2.7 Cultural Heritage Resources directs that cultural heritage resources will be conserved in order to foster a sense of place and benefit communities, particularly in strategic growth areas.

<https://www.ontario.ca/document/place-grow-growth-plan-greater-golden-horseshoe>

The Ontario Heritage Act is the key provincial legislation for the conservation of cultural heritage resources in Ontario. It regulates, among other things, how municipal councils can identify and protect heritage resources, including archaeology, within municipal boundaries. This is largely achieved through listing on the City's Heritage Register,

designation of individual properties under Part IV of the Ontario Heritage Act, or designation of districts under Part V of the Ontario Heritage Act.

Section 27 of the Ontario Heritage Act gives municipalities the authority to maintain and add to a publicly accessible heritage register. The City of Toronto's Heritage Register includes individual heritage properties that have been designated under Part IV, Section 29, properties in a heritage conservation district designated under Part V, Section 41 of the Act as well as properties that have not been designated but City Council believes to be of "cultural heritage value or interest."

<https://www.ontario.ca/laws/statute/90o18>

Ontario Regulation 9/06 sets out the criteria for evaluating properties to be designated under Part IV, Section 29 of the Ontario Heritage Act. The criteria are based on an evaluation of design/physical value, historical and associative value and contextual value. A property may be designated under section 29 of the Act if it meets one or more of the provincial criteria for determining whether it is of cultural heritage value or interest.

<https://www.ontario.ca/laws/regulation/060009>

The Ontario Heritage Toolkit provides guidance on designating properties of municipal significance, including direction on the purpose of designating heritage properties and information about how the Provincial Policy Statement and the Ontario Heritage Act provide a framework for the conservation of heritage properties within the land use planning system. In June 2019, the More Homes, More Choice Act, 2019 (Bill 108) received Royal Assent. Schedule 11 of this Act included amendments to the Ontario Heritage Act (OHA). The Bill 108 Amendments to the OHA came into force on July 1, 2021, which included, amongst other matters, amendments to the listing and designation processes. Guidance from the Province related to the implementation of Bill 108 Amendments is forthcoming.

[Ontario Heritage Tool Kit \(gov.on.ca\)](https://www.gov.on.ca)

The City of Toronto's Official Plan contains a number of policies related to properties on the City's Heritage Register and properties adjacent to them, as well as the protection of areas of archaeological potential. Indicating the integral role that heritage conservation plays in successful city-building, Section 3.1.5 of the Official Plan states that, "Cultural heritage is an important component of sustainable development and place making. The preservation of our cultural heritage is essential to the character of this urban and liveable City that can contribute to other social, cultural, economic and environmental goals of the City."

Policy 3.1.5.2 states that properties of potential cultural heritage value or interest "will be identified and evaluated to determine their cultural heritage value or interest consistent with provincial regulations, where applicable, and will include the consideration of cultural heritage values including design or physical value, historical or associative value and contextual value. The evaluation of cultural heritage value of a Heritage Conservation District may also consider social or community value and natural or scientific value. The contributions of Toronto's diverse cultures will be considered in determining the cultural heritage value of properties on the Heritage Register."

Policy 3.1.5.3 states that heritage properties "will be protected by being designated under the Ontario Heritage Act, and/or included on the Heritage Register". This includes designation under Parts IV or V of the OHA, as well as listing under Section 27 of the Act.

Policy 3.1.5.4 states that heritage resources on the City's 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."

Policy 3.1.5.6 encourages the adaptive re-use of heritage properties while Policy 3.1.5.26 states that, when new construction on, or adjacent to, a property on the Heritage Register does occur, it will be designed to conserve the cultural heritage values, attributes and character of that property and will mitigate visual and physical impacts on it. Heritage Impact Assessments (HIA) are required for development applications that affect listed and designated properties. An HIA shall be considered when determining how a heritage property is to be conserved.

<https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

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

The municipal Heritage Register is an important tool in planning for the conservation of heritage properties. The former City of Toronto began listing properties on the Heritage Inventory in 1973, with the inaugural set of 490 properties found within the old City of Toronto boundaries recognized for architectural, historical and/or contextual reasons. In the following decades, the surrounding municipalities of Scarborough, North York, York and Etobicoke which now form the amalgamated City of Toronto adopted their own lists of heritage properties; following amalgamation, these lists were combined and additional properties have been added over the years.

In 2019 City Council adopted the City-wide Heritage Survey Feasibility Study, and requested that the City Planning Division prioritize outstanding nominations for the inclusion of properties on the Heritage Register in the first phase of the Toronto Heritage Survey. This work is ongoing.

COMMENTS

Identifying properties of cultural heritage value or interest is an essential part of a municipality's role in heritage conservation. Including non-designated properties in the municipal register is a means to identify properties that have cultural heritage value or interest to the community.

Descriptive Listings

Descriptive listings are prepared using a method by which properties are identified and recommended for inclusion on the Heritage Register. This approach to listing provides sufficient information to meet the requirements of Section 27 of the OHA to list a non-designated property on the Heritage Register and satisfies direction found within the City's Official Plan to make use of Provincial criteria when adding properties to the Register.

A statement has been prepared explaining why the property is believed to have cultural heritage value and which includes a description of the property's design and appearance, its primary address, date of construction, and pertinent historical information. The information provided within the Reasons for Inclusion on the City's Heritage Register will help to specify those features and attributes that may warrant conservation should the property be subject to development and/or further evaluated and determined to merit designation under Part IV of the Ontario Heritage Act.

A location map and photographs (Attachment 1) are attached.

Located on the south side of Scotswood Road with Marchington Circle to its north, east, and west and Orlando Boulevard to its south, the subject property at 14 Scotswood Road contains West Ellesmere United Church, which consists of a church building and Christian Education Centre that are interconnected through a T-shaped building. The church building was constructed in 1958 and the Christian Education Centre in 1961-2. The subject property is valued as a representative example of the Modernist style, which was popularized during the mid-20th century. West Ellesmere United Church is also valued for its association with the prolific Canadian architectural firm of Craig & Zeidler who designed both the church building and Christian Education Centre and are known for their involvement in the designs of other properties in Toronto, including Parkwoods United Church (1964) and Willow Park Junior Public School (1964), as well as such landmarks as Ontario Place and CF Toronto Eaton Centre.

The property at 14 Scotswood Road was nominated for inclusion on the City of Toronto's Heritage Register by members of the public on two occasions on May 17, 2021 and June 30, 2021.

Following research and evaluation according to Ontario Regulation 9/06, it has been determined that the property at 14 Scotswood Road has design and physical and historical and associative values. City Staff have yet to determine if the subject property has contextual value pending additional background historic research.

CONTACT

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SIGNATURE

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ATTACHMENTS

Attachment 1 - Location Map and Photographs
Attachment 2 - List of Research Sources
Attachment 3 - Listing Statement (Reasons for Inclusion) – 14 Scotswood Road

14 Scotswood Road

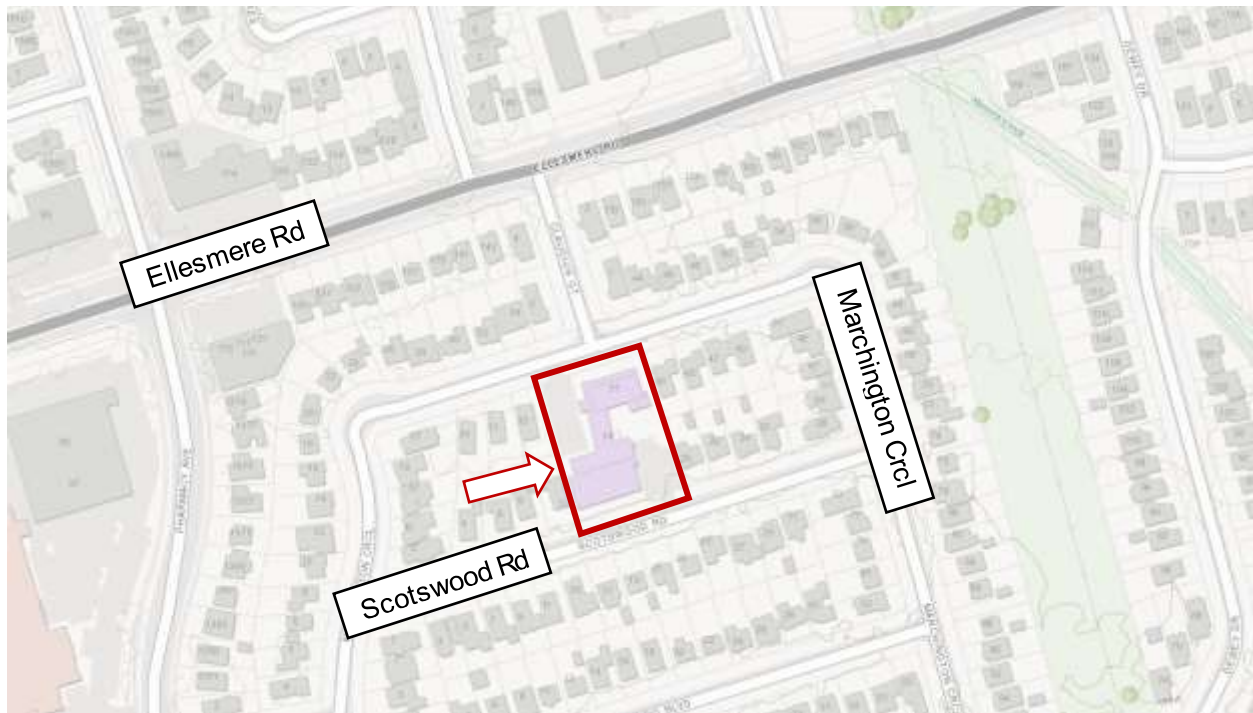


Figure 1. Location map showing the subject property's location at 14 Scotswood Road. This location map is for information purposes only; the exact boundaries of the property are not shown



Figure 2. Aerial view of the property at 14 Scotswood Road (Google Maps, 2022)



Figure 3. 1961 Aerial photograph illustrating that construction had begun on the Christian Education Centre (City of Toronto)



Figure 4. 1962 Aerial photograph illustrating that construction of the Christian Education Centre was complete (City of Toronto)

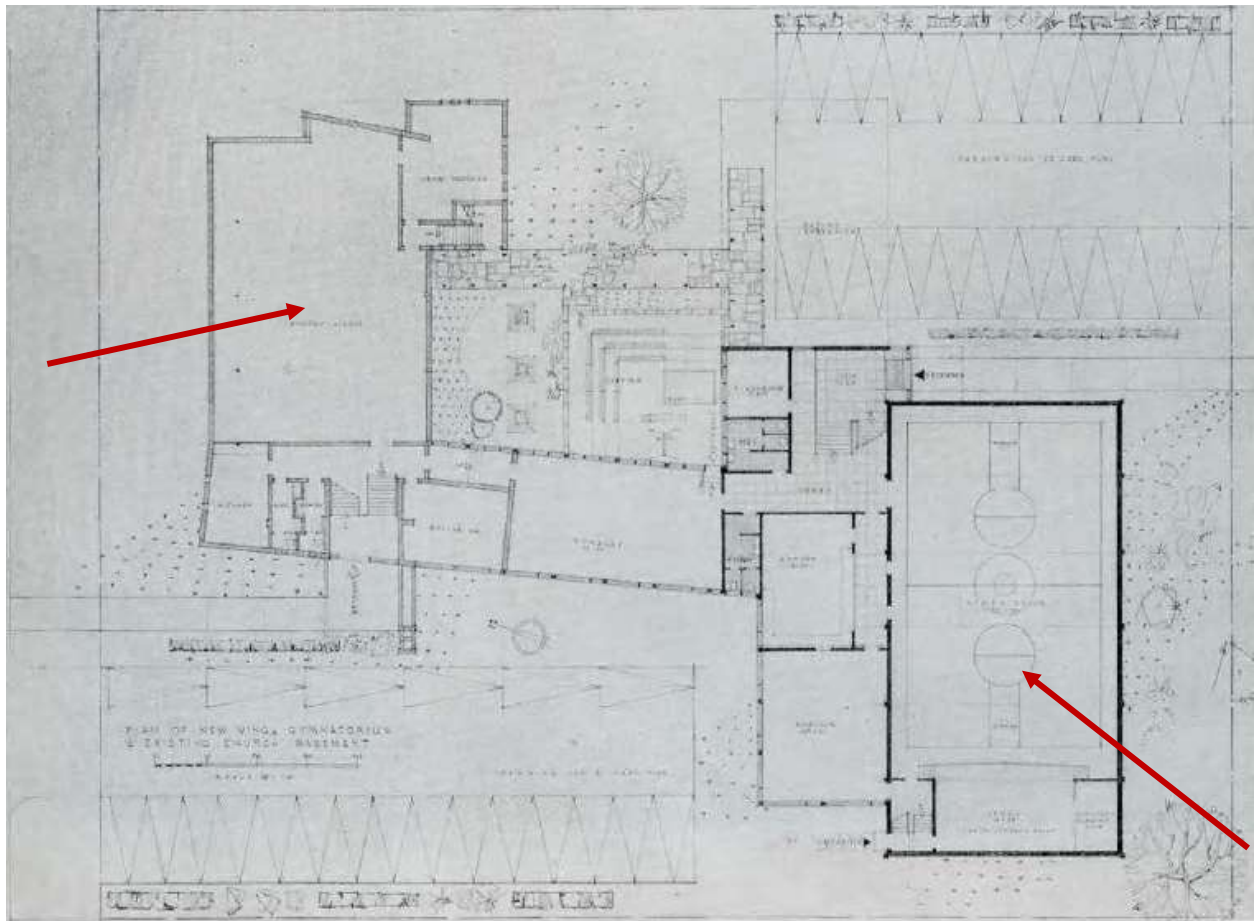


Figure 5. Architectural plan illustrating the relationship of the church building (left) to the Christian Education Centre (right), the latter of which had not yet been built ("West Ellesmere United Church and Christian Education Centre," *RAIC Journal*, October 1960)



Figure 6. Detail of the principal (west) elevation of the church building ("West Ellesmere United Church and Christian Education Centre," *RAIC Journal*, October 1960)



Figure 7. Detail of the side (north) elevation of the church building (Doublespace Photography courtesy of ACO Toronto's TOBuilt)



Figure 8. Detail of the Napanee stone perforated with glass openings at the exterior of the church building (Doublespace Photography courtesy of ACO Toronto's TOBuilt)



Figure 9. Detail of the interior of the church building looking east ("West Ellesmere United Church and Christian Education Centre," *RAIC Journal*, October 1960)



Figure 10. Detail of the interior of the church building looking north (Doublespace Photography courtesy of ACO Toronto's TOBuilt)



Figure 11. Detail of the south elevation of the Christian Education Centre (Google Street View, 2021)



Figure 12. Detail of the Christian Education Centre (left) and the church building (right) looking northwest (Google Street View, 2021)

14 Scotswood Road

Archival Sources

- City of Toronto Aerial Photographs, 1931-2022
- City of Toronto iView
- Goad's Atlas Maps, 1889-1924

Secondary Sources

- "Craig, Zeidler and Strong (firm)," *Archeion*, <https://www.archeion.ca/craig-zeidler-and-strong-firm>
- https://canada247.info/explore/ontario/toronto_division/toronto/north_york/toronto_public_library_don_mills_library.html
- <https://zeidler.com/>
- McMordie, Michael, "Eberhard Zeidler," *The Canadian Encyclopedia* (February 7, 2022), <https://www.thecanadianencyclopedia.ca/en/article/eberhard-heinrich-zeidler>
- "West Ellesmere United Church and Christian Education Centre, Scarborough, Ont.," *Royal Architectural Institute of Canada Journal*, Serial 422, Volume 37, Number 10 (October 1960), pp.422-424.
- "West Ellesmere United Church, " *ACO Toronto TOBuilt*, <https://www.acotoronto.ca/building.php?ID=11003>
- Zeidler, Eberhard H., "The Design of West Ellesmere United Church," *Royal Architectural Institute of Canada Journal*, Serial 422, Volume 37, Number 10 (October 1960), p.425.

14 Scotswood Road



Partial view of West Ellesmere United Church with the church building (left) and Christian Education Centre (right) (Doublespace Photography courtesy of ACO Toronto's TOBuilt)

Description:

14 SCOTSWOOD ROAD	
ADDRESS	14 Scotswood Road
WARD	Scarborough Centre - Ward 21
LEGAL DESCRIPTION	PLAN M642 LOT 283 TO LOT 286 PLAN M642 LOT 300 TO LOT 303
NEIGHBOURHOOD/COMMUNITY	Wexford/Maryvale
HISTORICAL NAME	West Ellesmere United Church

14 SCOTSWOOD ROAD	
CONSTRUCTION DATE	1958 (church building) and 1961-2 (Christian Education Centre)
ARCHITECT/BUILDER/DESIGNER	Craig & Zeidler (Architects) Carruthers and Wallace (Structural Consultants- church building) McGregor and Beynon (Mechanical and Structural-church building) L. C. Scott Construction Co. Ltd. (General Contractor-church building) Gordon Dowdell and Associates (Structural Consultants-Christian Education Centre) W. Hardy Craig (Mechanical Consultants-Christian Education Centre)
RECORDER	Loryssa Calogero (Quattrociocchi)
REPORT DATE	May 2022

14 Scotswood Road - Reasons for Inclusion on the City of Toronto's Heritage Register:

The subject property is situated on the south side of Scotswood Road with Marchington Circle to its north, east, and west and Orlando Boulevard to its south. It contains West Ellesmere United Church, which consists of a church building and Christian Education Centre that are interconnected through a T-shaped building. The church building was constructed in 1958 and the Christian Education Centre in 1961-2.

West Ellesmere United Church is valued as a representative example of the Modernist style, which was popularized during the mid-20th century. As a whole, the church building contains a playful and expressive design which focusses on contrasting light and shade and exaggerated geometric forms. Parabolic glulam arches with wood joists form the frame of the church building. The basement is partly poured concrete, partly concrete block, with steel beams, wood joists and a sound insulated ceiling. The exterior of the church building is faced in natural, brightly-coloured stone that was quarried in Napanee, perforated with coloured glass openings throughout. The exposed arches at the exterior are covered with anodized aluminum flashing. The gables in the north elevation form a zig-zag pattern that is carried through the structure into the interior of the side aisle of the nave. There is a clerestory between the two roof planes that reflects light from the curved north wall into the nave. The staircase at the entrance of the building features steel and terrazzo.

By contrast, the Christian Education Centre consists of a subdued rectangular form with little exterior ornamentation. The roofline mimics the zig-zag pattern of the gables seen in the church building, however here they form a lozenge-shaped pattern. This feature can be seen in other Modernist structures that were being constructed in Toronto

throughout the 1950s and 60s, such as the Don Mills Library (1961). In contrast to the varied colour of the stone facing the church building, the Christian Education Centre is clad in a monochromatic brown brick.

West Ellesmere United Church is also valued for its association with the prolific Canadian architectural firm of Craig & Zeidler who designed both the church building and Christian Education Centre. After Eberhard H. Zeidler first arrived to Peterborough from West Germany in 1951, he joined the firm of W. and W.R.L. Blackwell and Craig. By 1955, the firm became Blackwell, Craig and Zeidler, and in 1957, after the death of Blackwell, it became Craig & Zeidler. It was during this time that they designed West Ellesmere United Church. In 1962, Craig & Zeidler moved to Toronto, and by 1963, the firm became Craig, Zeidler and Strong with the addition of W.A. Strong. The firm continued under this name until 1975, when the Zeidler Roberts Partnership began with Alf Roberts. The Zeidler firm continues in operation today under the name Zeidler and are known for their involvement in the designs of other properties in Toronto, including Parkwoods United Church (1964) and Willow Park Junior Public School (1964), as well as such landmarks as Ontario Place, CF Toronto Eaton Centre, and the Hospital for Sick Children.