

## **415 Broadview Avenue - Alterations to and Demolition of Heritage Attributes of a Designated Property**

**Date:** September 18, 2023

**To:** Toronto Preservation Board

Toronto and East York Community Council

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

**Wards:** Ward 14 - Toronto-Danforth

### **SUMMARY**

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This report recommends that City Council refuse applications under Sections 33 and 34 of the Ontario Heritage Act to alter and demolish heritage attributes of the property at 415 Broadview Avenue.

Anchoring the northeast corner of Broadview Avenue and Simpson Avenue in the Riverdale neighbourhood and located directly across from the Don Jail, the property at 415 Broadview Avenue contains a Place of Worship completed in 1907 for the congregation of St. John's Presbyterian Church. Designed by the Glasgow School of Art-trained Scottish architect, Andrew Sharp, who built numerous early-20th century heritage churches across Toronto. The property is directly linked to the founding of the Scott Mission, which continues to provide important social outreach programs and services. Today St. John's Presbyterian Church is valued as a local landmark. The property at 415 Broadview Avenue is designated under Part IV, Section 29 of the Ontario Heritage Act through by-law 137-2023.

Applications under Sections 33 and 34 of the Act have been submitted to alter the property and demolish heritage attributes in order to allow for the construction of a seven-storey mixed-use building with commercial units at grade and residential units above. Staff is recommending refusal of the applications as they have not demonstrated that the heritage impacts of the proposal are consistent with the heritage planning policy framework or that they would be satisfactorily mitigated.

## RECOMMENDATIONS

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

1. City Council refuse the issuance of an alteration permit for the heritage property at 415 Broadview Avenue, in accordance with Section 33 of the Ontario Heritage Act.
2. If the owner appeals City Council's decision to refuse the issuance of an alteration permit under Section 33 of the Ontario Heritage Act for the heritage property at 415 Broadview Avenue, City Council authorize the City Solicitor and the necessary City staff to attend the Ontario Land Tribunal hearing in opposition to the appeal.
3. City Council refuse the issuance of a demolition permit for the heritage attributes of the heritage property at 415 Broadview Avenue, in accordance with Section 34 of the Ontario Heritage Act.
4. If the owner appeals City Council's decision to refuse the issuance of a demolition permit under Section 34 of the Ontario Heritage Act for the heritage property at 415 Broadview Avenue, City Council authorize the City Solicitor and the necessary City staff to attend the Ontario Land Tribunal hearing in opposition to the appeal.

## FINANCIAL IMPACT

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There are no financial implications resulting from the adoption of this report. The Chief Financial Officer and Treasurer has reviewed this report and agrees with the information as presented in the Financial Impact Section.

## DECISION HISTORY

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On September 30 and October 1, 2009, City Council adopted the recommendation to include the property at 415 Broadview Avenue, on the City of Toronto's Heritage Register.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2009.TE27.101>

At its May 26, 2022 meeting, Toronto and East York Community Council adopted item TE33.27: 415 Broadview Avenue - Official Plan and Zoning By-law Amendment Applications - Preliminary Report, as amended, including directing Planning staff to take all necessary measures to conserve the cultural heritage value and heritage attributes of the property over the long term and to invite staff from the Housing Secretariat, Heritage Planning and Transportation Services to attend and comment at the Community Consultation Meeting.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.TE33.27>

On November 23, 2022, City Council stated its intention to designate the property at 415 Broadview Avenue under Part IV, Section 29 of the Ontario Heritage Act.

<https://secure.toronto.ca/council/agenda-item.do?item=2023.CC1.5>

On November 30, 2022, Toronto and East York Community Council adopted item T1 1.6 - 415 Broadview - Official Plan and Zoning By-law Amendment - Request for Directions Report, including directing the City Solicitor and appropriate City staff to attend the Ontario Land Tribunal in opposition to the current application for Official Plan and Zoning By-law amendment for the lands at 415 Broadview Avenue and to continue discussions with the applicant to resolve outstanding issues. City Council adopted this item on December 14, 2022 without amendments.

<https://secure.toronto.ca/council/agenda-item.do?item=2023.TE1.6>

## **BACKGROUND**

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### **Existing Property**

Anchoring the northeast corner of Broadview Avenue and Simpson Avenue in the Riverdale neighbourhood and located directly across from the Don Jail, the property at 415 Broadview Avenue contains a Place of Worship completed in 1907 for the congregation of St. John's Presbyterian Church. Designed by the Glasgow School of Art-trained Scottish architect, Andrew Sharp, who built numerous early-20th century heritage churches across Toronto. The property is directly linked to the founding of the Scott Mission, which continues to provide important social outreach programs and services. Today St. John's Presbyterian Church is valued as a local landmark. The property at 415 Broadview Avenue is designated under Part IV, Section 29 of the Ontario Heritage Act through by-law 137-2023.

### **Proposal**

On January 20, 2022, a development application was submitted to the City seeking permission to construct a 10-storey building adding to, and modifying, the existing heritage church building onsite (21 251348 STE 14 OZ). The application is currently under appeal to the Ontario Land Tribunal (OLT).

On August 18, 2023, the City of Toronto received applications to alter and demolish heritage attributes of the property at 415 Broadview Avenue under Sections 33 and 34 of the Ontario Heritage Act. The applications reflect a revised proposal for a seven-storey building. The revised proposal involves the demolition of the Sunday School wing, demolition of a portion of the church's gable roof and alterations to the retained portion of the church.

The applications have been deemed incomplete as a Revised Heritage Impact Assessment, Conservation Plan, Heritage Lighting Plan and Heritage Interpretation Plan have not been provided. A Revised Heritage Impact Assessment is required for staff to form an opinion on whether the proposed alterations and demolitions are consistent with the heritage planning policy framework. A Conservation Plan, Heritage Lighting Plan and Heritage Interpretation Plan are required at a later stage in the

application review process to confirm that the heritage impacts of the proposal are satisfactorily mitigated.

## **Heritage Planning 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 (the "GGH") 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:

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

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

3.1.6.6: "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."

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

3.1.6.27: "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**

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The applicant's alteration and demolition applications under the Ontario Heritage Act propose the removal of the Sunday School and a portion of the gable roof of St. John's Presbyterian Church at 415 Broadview Avenue to accommodate a seven-storey addition on the site. Both the Sunday School and the steeply-pitched gable roof are

heritage attributes of the property identified in the Statement of Significance in the designation by-law.

The Council-adopted Parks Canada Standards and Guidelines for the Conservation of Historic Places in Canada directs that conservation practice take a minimal intervention approach and that repairable character-defining elements should not be removed, replaced or substantially altered. The alterations and demolition applications propose the demolition of significant heritage attributes at 415 Broadview Avenue, and the applications have not demonstrated that the heritage attributes, most notably, the entirety of the church's steeply-pitched gable roof, cannot be conserved.

A Revised Heritage Impact Assessment is required to be submitted with complete alterations and demolition applications. The heritage memo provided contains insufficient information for Heritage Planning staff to assess the heritage impacts of the applications. The memo does not include a description of the proposed development or of proposed mitigation measures. Therefore, the applications have not demonstrated that the heritage impacts of the proposal are consistent with the heritage policy framework or that they will be satisfactorily mitigated through a future Conservation Plan, Heritage Lighting Plan and Heritage Interpretation Plan.

## **CONCLUSION**

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The applications to alter and demolish heritage attributes of St. John's Presbyterian Church at 415 Broadview Avenue have not demonstrated that the heritage impacts of the proposal are consistent with the heritage policy framework or that they would be satisfactorily mitigated. Demolition of heritage attributes is contrary to the intent of the PPS, the Official Plan, and the Standards and Guidelines for the Conservation of Historic Places in Canada. As St. John's Presbyterian Church is a significant built heritage resource, its heritage attributes should be conserved. Staff recommend that Council refuse the subject alterations and demolition applications for the reasons outlined in this report.

## **CONTACT**

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## **SIGNATURE**

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Mary L. MacDonald, MA, CAHP  
Senior Manager, Heritage Planning  
Urban Design, City Planning

## **ATTACHMENTS**

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Attachment 1: Location Map

Attachment 2: Photographs

Attachment 3: Selected Drawings



## LOCATION MAP

## ATTACHMENT 1

### 415 BROADVIEW AVENUE



This location map is for information purposes only; the exact boundaries of the property are not shown. The arrow marks the location of the site. (City of Toronto iView mapping)

**415 BROADVIEW AVENUE**



Principal (west) elevation of the church with its centred tower and flanking transepts (Heritage Planning, 2022)





Detail of the tower on the principal (west) elevation, showing the Neo-Gothic openings (Heritage Planning, 2022)



The main entrance on the principal (west) elevation (Heritage Planning, 2022)





The principal (west) and north elevations (Heritage Planning, 2022)



Detail of the north elevation (Heritage Planning, 2022)





The south elevation and secondary entrance at right (Heritage Planning, 2022)



The 1907 Sunday School wing plus 1914 eastern addition at right (Heritage Planning, 2022)





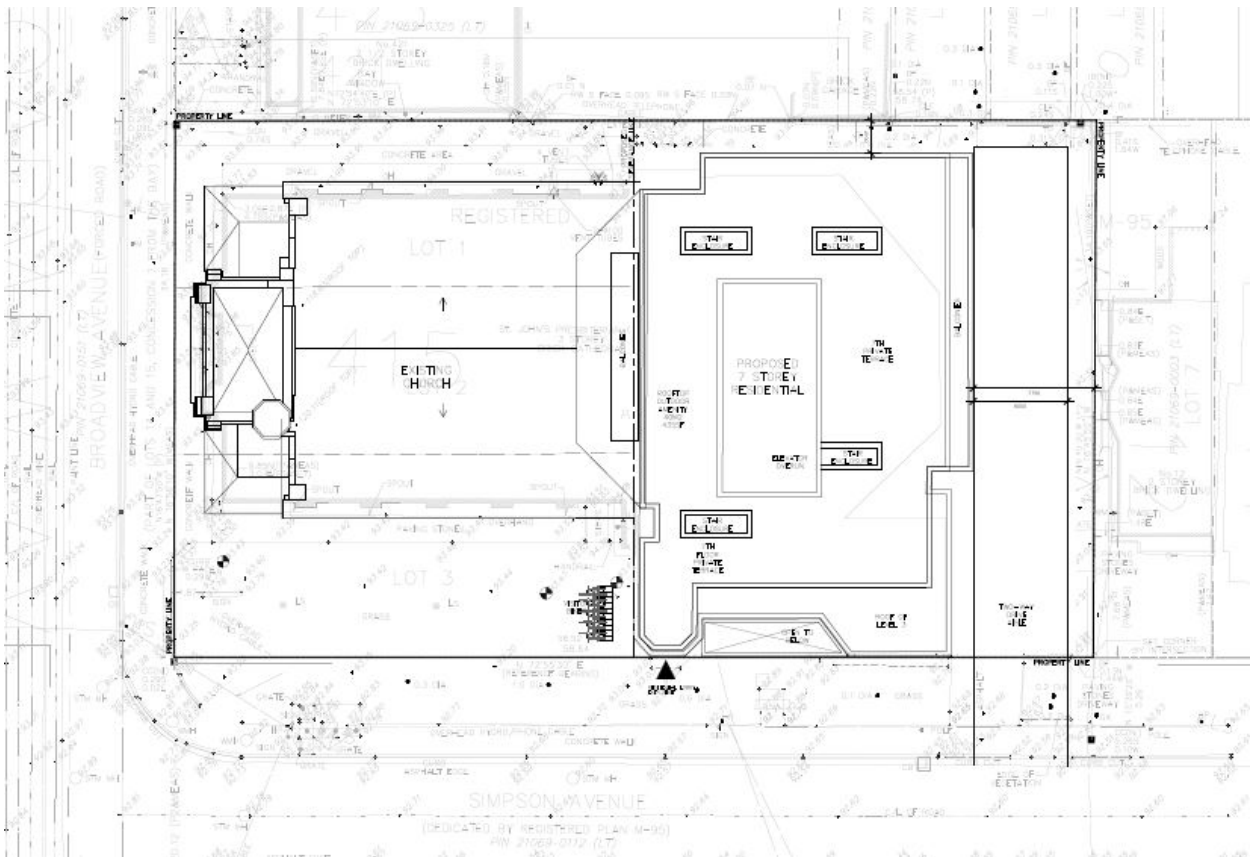
Detail of the southeast corner of the property, showing the 1914 addition to the Sunday School at left and the apse space at right. (Heritage Planning, 2022)

**SELECTED DRAWINGS**  
**415 BROADVIEW AVENUE**

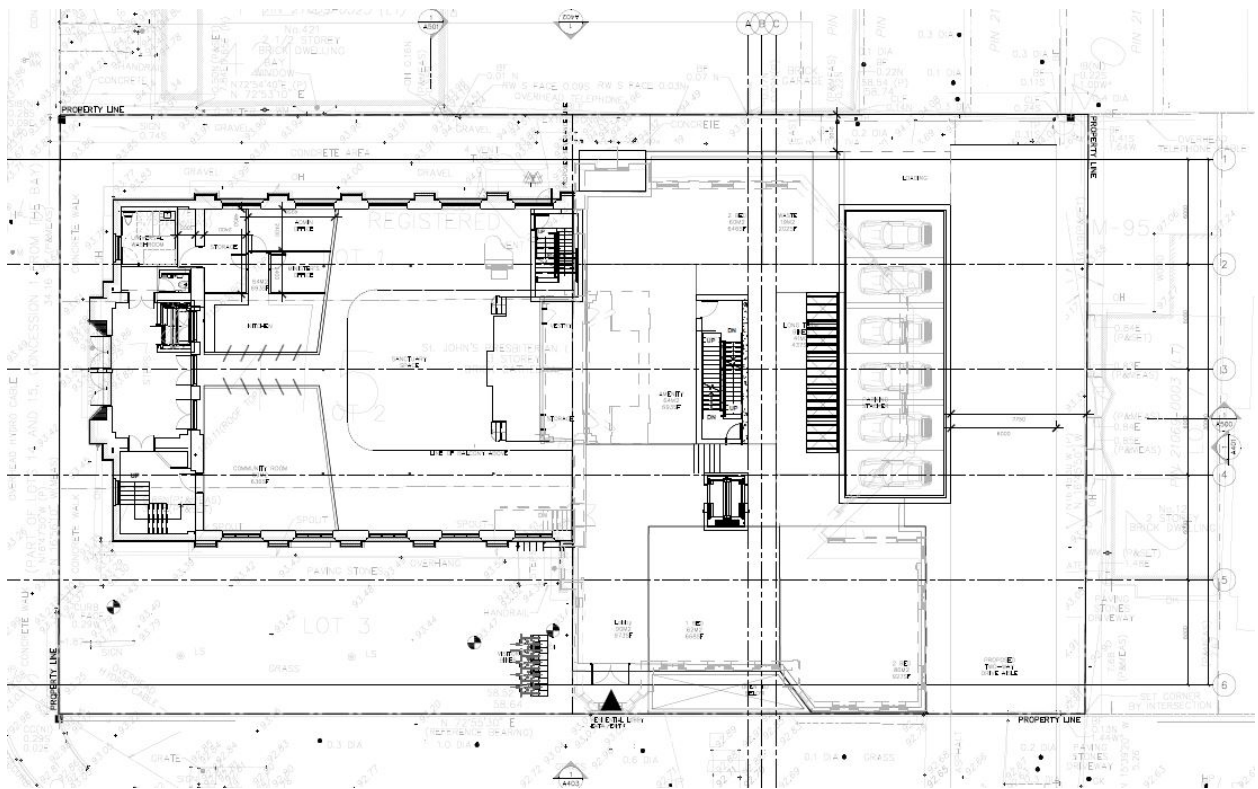
**ATTACHMENT 3**



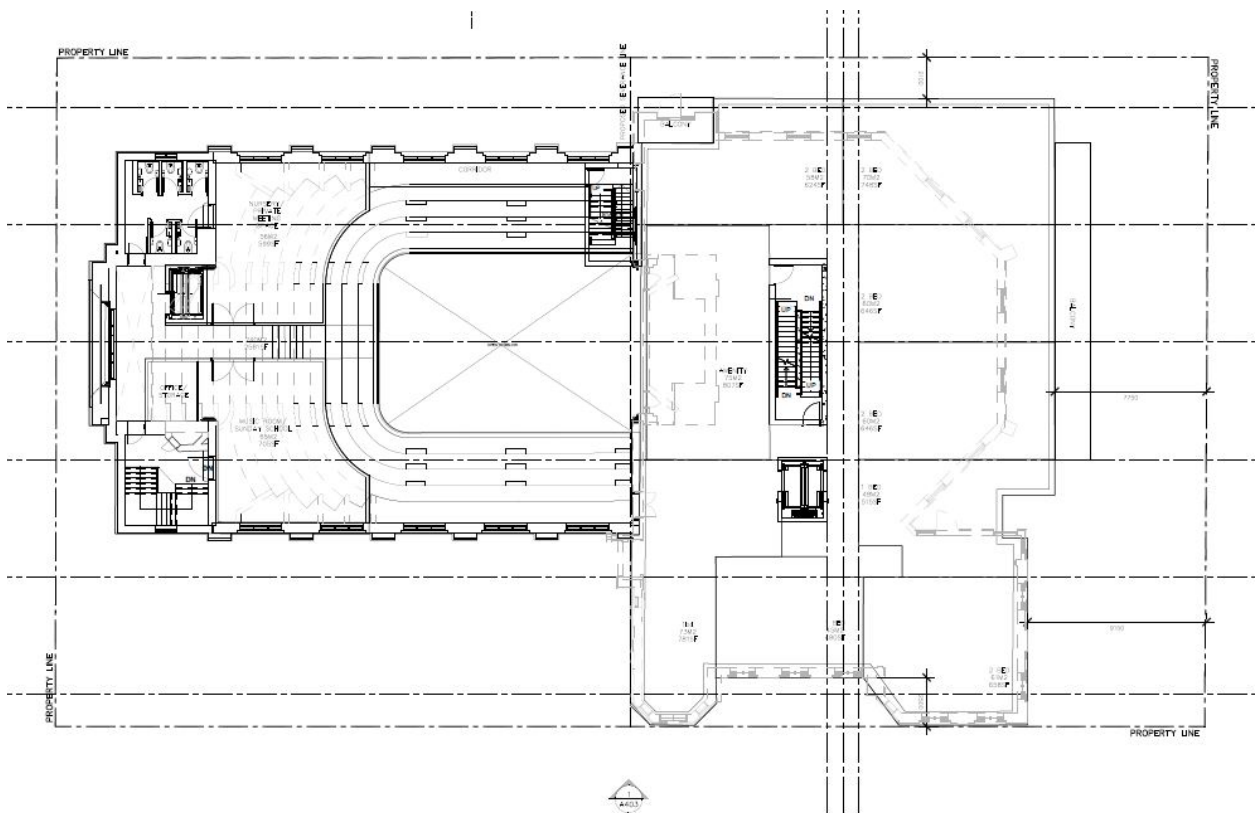
Rendering looking northeast (RAW Design Inc., August 11, 2023)



Site plan (RAW Design Inc., August 11, 2023)

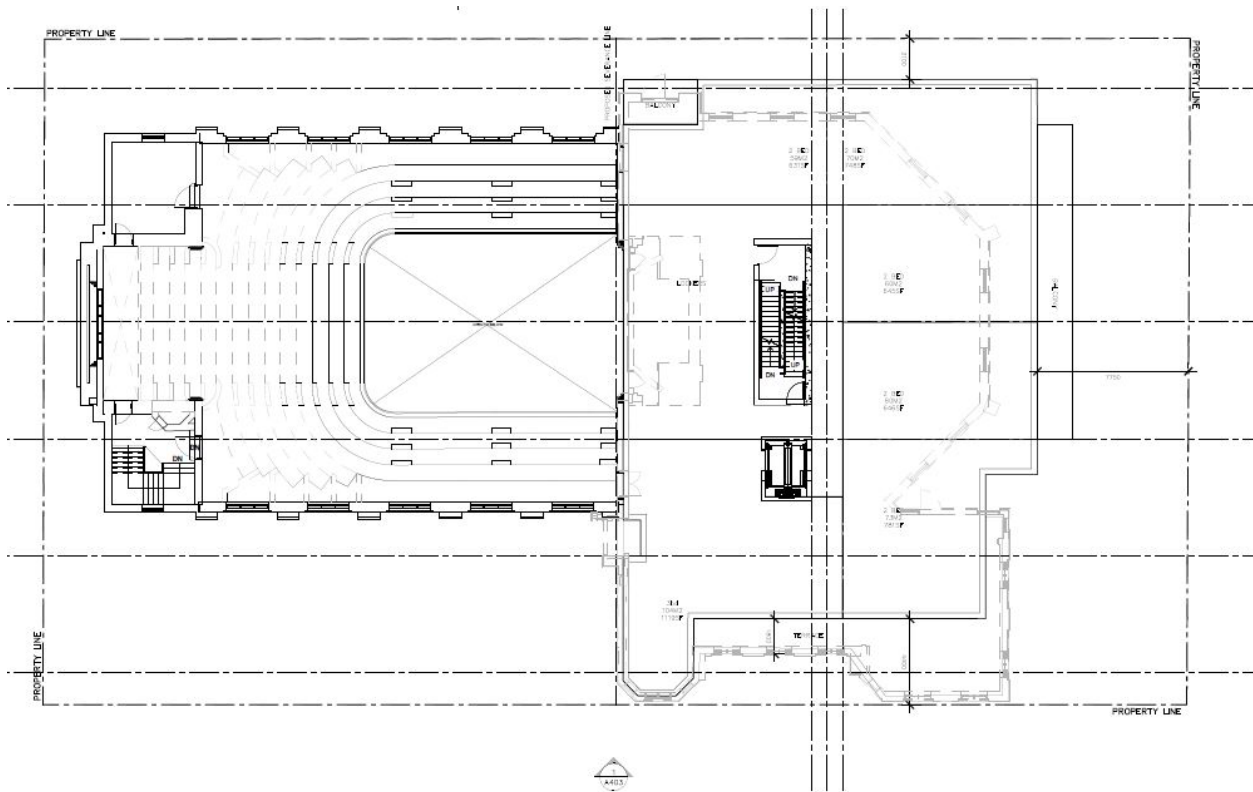


First floor plan (RAW Design Inc., August 11, 2023)

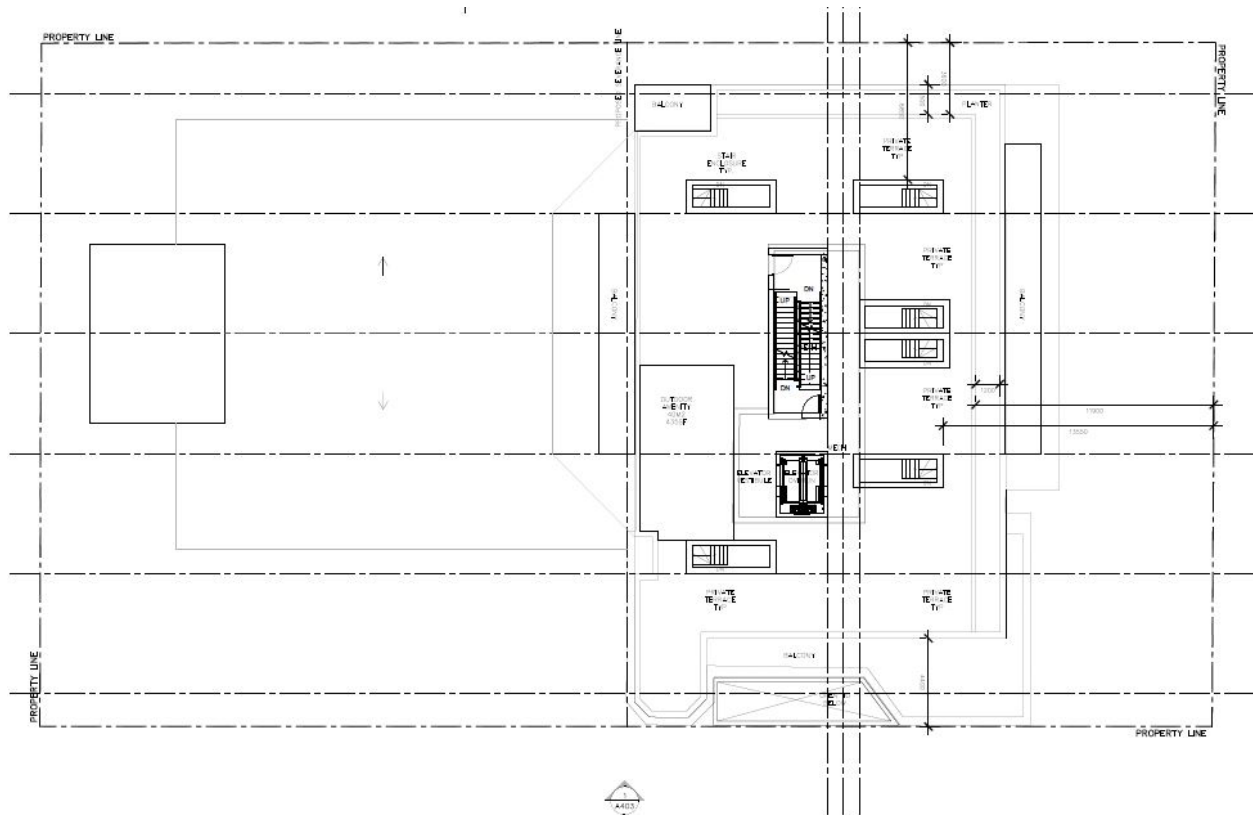


Second floor plan (RAW Design Inc., August 11, 2023)

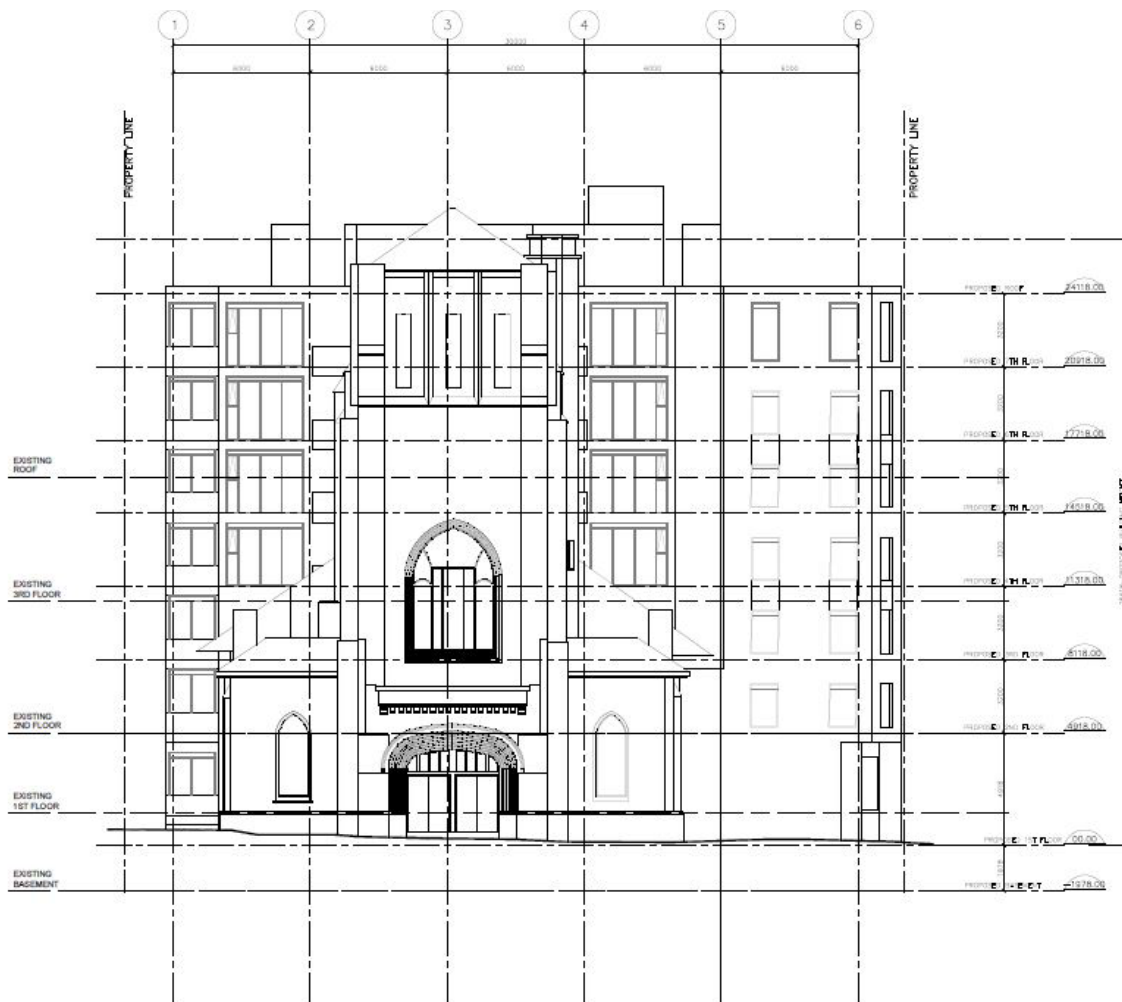




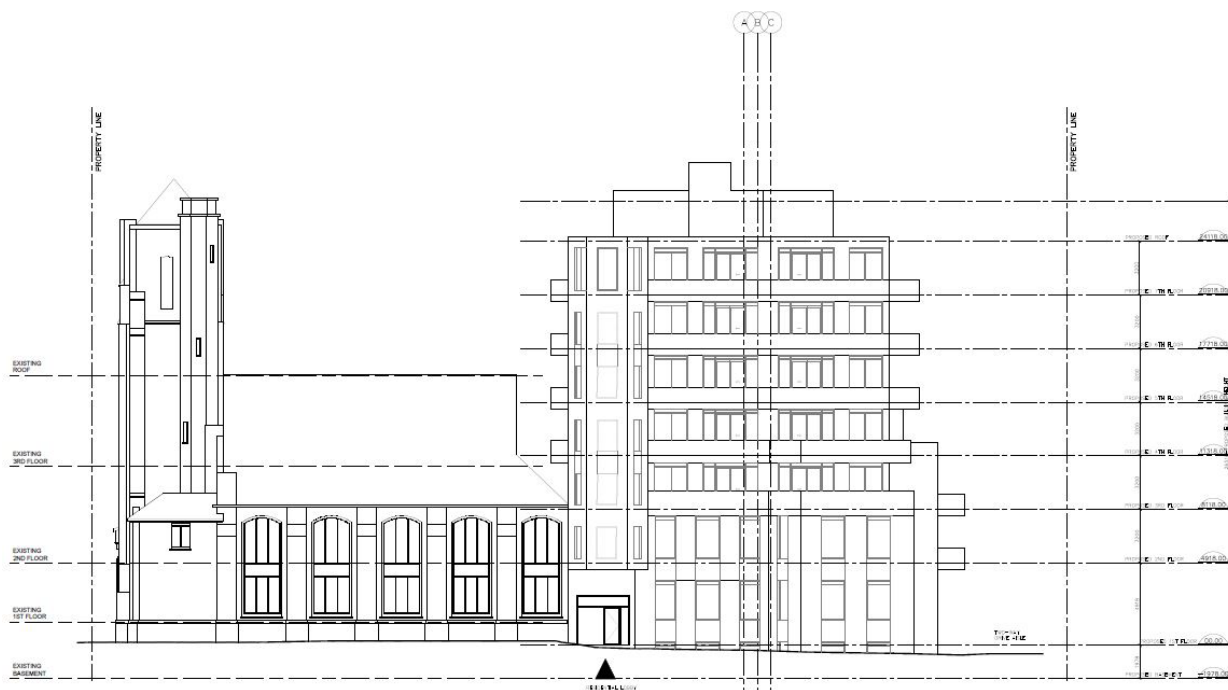
Third floor plan (RAW Design Inc., August 11, 2023)



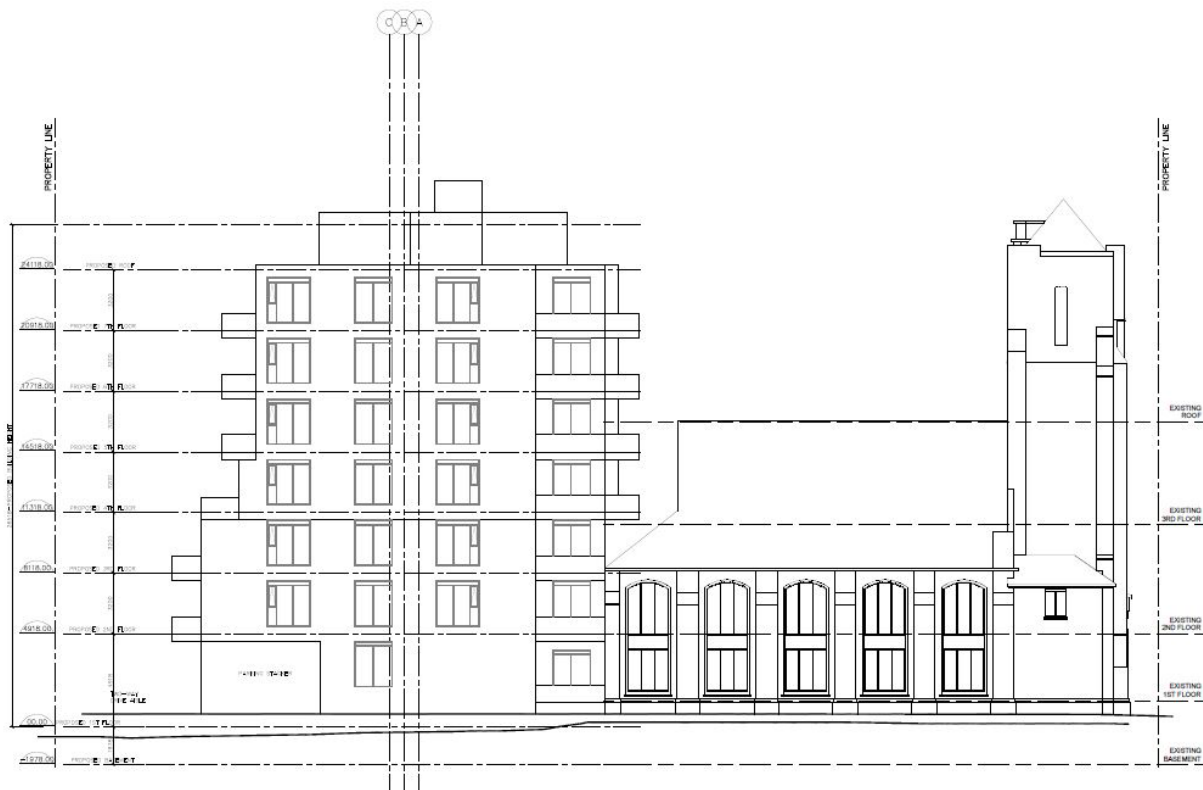
Roof plan (RAW Design Inc., August 11, 2023)



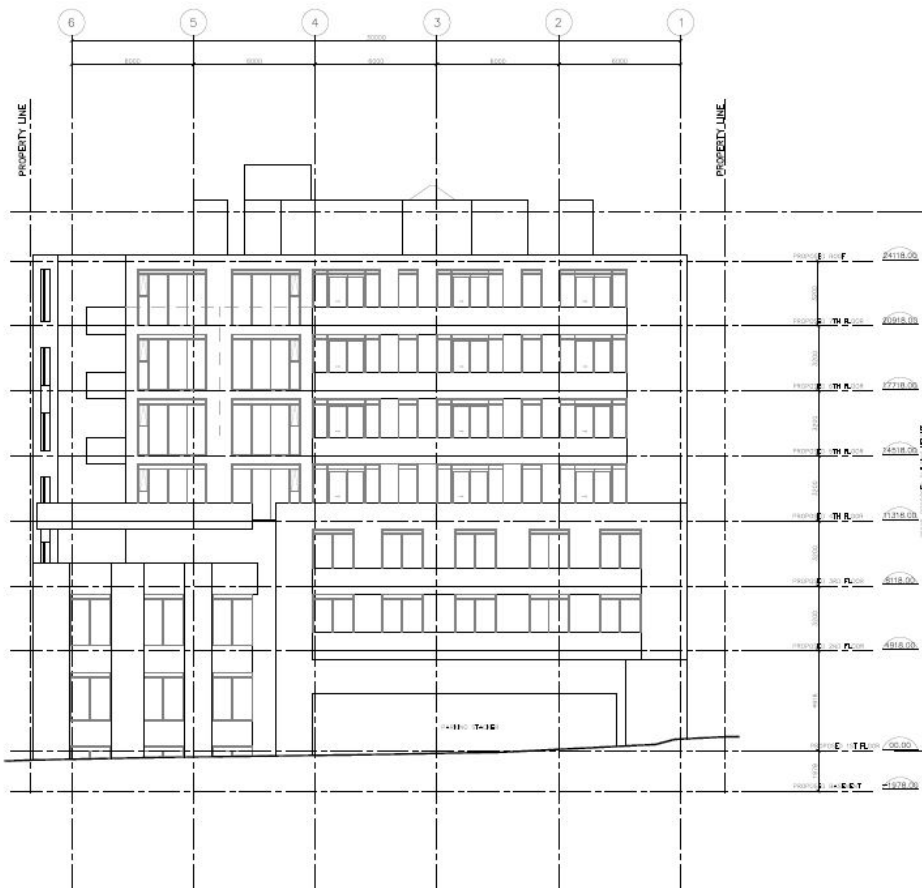
Front (west) elevation (RAW Design Inc., August 11, 2023)



South elevation plan (RAW Design Inc., August 11, 2023)



North elevation (RAW Design Inc., August 11, 2023)



Rear (east) elevation (RAW Design Inc., August 11, 2023)