

1871 and 1879-1885 Weston Road - Alterations to the Heritage Attributes of Designated Properties and Authority to enter into a Heritage Easement Agreement

Date: October 16, 2023

To: Toronto Preservation Board

Etobicoke York Community Council

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

Wards: Ward 5 - York South-Weston

SUMMARY

This report recommends that City Council approve an application under Section 33 of the Ontario Heritage Act to alter the heritage attributes of the properties at 1871 Weston Road and 1879-1885 Weston Road.

Located at the southeast corner of Weston Road and Lawrence Avenue West, 1871 Weston Road contains a 1947 church that was built in the Modern Gothic style by the notable Toronto architect, Francis Bruce Brown. The property at 1879-1885 Weston Road contains a modernist style one-storey banking building constructed in 1962 to the designs of the multiple award-winning architectural firm of Page & Steele.

On November 4, 2021, the City received a Zoning By-law Amendment application to permit construction of two mixed-use residential towers above a shared 3-storey base. The base would contain commercial, place of worship, and community uses. A revised submission, including a new Site Plan application received on December 22, 2022, proposes two mixed-use buildings, 45 and 50-storeys in height with four levels of below grade parking connected by a shared three-storey base. The existing former bank building located at 1879-1885 Weston Road would be retained in-situ and integrated in the base and the existing church building at 1871 Weston Road is proposed to be relocated to the southeast corner of the site and used for retail purposes. The church's later additions would be replaced with new two-storey additions.

The impacts of the proposed development on the heritage properties are appropriately mitigated through the overall conservation strategy and the compatible design of the new construction.

RECOMMENDATIONS

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

1. City Council approve the alterations to the heritage properties at 1871 Weston Road and 1879-1885 Weston Road, in accordance with Section 33 of the Ontario Heritage Act to allow for the construction of two new mixed use towers with a 3-storey base building on the lands known municipally as 1871 Weston Road and 1879-1885 Weston Road, with such alterations substantially in accordance with plans and drawings dated August 29, 2023, prepared by SvN, and on file with the Senior Manager, Heritage Planning; the Heritage Impact Assessment (HIA), prepared by ERA Architects Inc., dated August 30, 2023 and on file with the Senior Manager, Heritage Planning, and with the Conservation Plan prepared by ERA Architects Inc., dated August 30, 2023 and on file with the Senior Manager, Heritage Planning, satisfactory to the Senior Manager, Heritage Planning and subject to the following additional conditions:

a. That the related site-specific Zoning By-law Amendment for the related proposed redevelopment has been enacted by City Council and has come into full force and effect as determined by the Chief Planner and Executive Director, City Planning, in consultation with the Senior Manager, Heritage Planning.

b. That prior to Site Plan approval for the proposed redevelopment of the properties located at 1871 Weston Road and 1879-1885 Weston Road, the owner shall:

1. Provide final Site Plan drawings substantially in accordance with the approved Conservation Plan to the satisfaction of the Senior Manager, Heritage Planning.

2. Provide Heritage Lighting Plans that describe how the exterior of the heritage properties will be sensitively illuminated to enhance their heritage character to the satisfaction of the Senior Manager, Heritage Planning and thereafter shall implement such Plans to the satisfaction of the Senior Manager, Heritage Planning.

3. Provide detailed landscape plans for the subject properties, to the satisfaction of the Senior Manager, Heritage Planning.

4. Provide Interpretation Plans for the subject properties, to the satisfaction of the Senior Manager, Heritage Planning and thereafter shall implement such Plans to the satisfaction of the Senior Manager, Heritage Planning.

5. Submit Signage Plans for the subject properties, to the satisfaction of the Senior Manager, Heritage Planning.

c. That prior to the issuance of any permit for all or any part of the properties at 1871 Weston Road and 1879-1885 Weston Road, including a heritage permit or a building permit, but excluding permits for repairs and maintenance and usual and minor works for the existing heritage buildings 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, 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. Enter into Heritage Easement Agreements with the City of Toronto for the properties at 1871 Weston Road and 1879-1885 Weston Road, in accordance with the plans and drawings dated August 29, 2023, prepared by SvN, and on file with the Senior Manager, Heritage Planning; the Heritage Impact Assessment (HIA), prepared by ERA Architects Inc., dated August 30, 2023 and on file with the Senior Manager, Heritage Planning, and with the Conservation Plan prepared by ERA Architects Inc., dated August 30, 2023 and on file with the Senior Manager, Heritage Planning, Urban Design, City Planning, to the satisfaction of the Senior Manager, Heritage Planning, Urban Design, City Planning, including registration on title of such agreements to the satisfaction of the City Solicitor.

3. Provide one or more Letters 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 itemized and individually costed work included in the approved Conservation Plans and Interpretation Plans.

4. 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 USB flash drive 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.

d. That prior to the release of the Letter(s) of Credit, in whole or in part, required in Recommendation 1.c.3, the owner shall:

1. Provide a letter of substantial completion prepared and signed by a qualified heritage consultant confirming that the required itemized conservation work and the required interpretive work has been completed in accordance with the approved 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 1871 Weston Road and 1879-1885 Weston Road 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 properties at 1871 Weston Road and 1879-1885 Weston Road.

FINANCIAL IMPACT

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

At its meeting of March 29, 2023 City Council adopted Item PH2.12 - 239-249 Gerrard Street East (including the entrance addresses of 251 and 253 Gerrard Street East), 509 Parliament Street, 1871 and 1885 Weston Road - Inclusion of Nine Properties in Toronto and East York and Etobicoke York on the Heritage Register.

<https://secure.toronto.ca/council/agenda-item.do?item=2023.PH2.12>

At its meeting of June 14, 2023, Council adopted Item PH4.4 and stated its Intention to Designate 1871 Weston Road and 1879-1885 Weston Road under Part IV, Section 29 of the Ontario Heritage Act.

<https://secure.toronto.ca/council/agenda-item.do?item=2023.PH4.4>

The properties at 1871 Weston Road and 1879-1885 Weston Road are designated under by-law 802-2023 and 803-2023 respectively.

<https://www.toronto.ca/legdocs/bylaws/2023/law0802.pdf>

<https://www.toronto.ca/legdocs/bylaws/2023/law0803.pdf>

BACKGROUND

Existing Properties

Located at the southeast corner of Weston Road and Lawrence Avenue West, 1871 Weston Road contains a 1947 solid masonry church structure in the Modern Gothic

style fronting onto Weston Road, designed by the notable Toronto architect, Francis Bruce Brown for the Weston Park Baptist Church congregation.

1879-1885 Weston Road contains a modernist style single-storey banking building constructed in 1962 by the well-known architectural firm of Page & Steele. The former Bank of Nova Scotia Weston Branch operated at this location from 1910 to 2016.

The properties at 1871 and 1879-1885 Weston Road are designated under Part IV, Section 29 of the Ontario Heritage Act through by-law 802-2023 and 803-2023 respectively.

Proposal

On November 4, 2021, a development application was submitted to the City seeking permission to construct two new residential towers located on a shared podium containing commercial, place of worship, and community uses that includes alterations and demolition of parts of the building at 1871 Weston Road (Weston Baptist Church) and 1879-1885 Weston Road (21 234039 WET OZ).

On December 22, 2022 a revised submission, including a new Site Plan application was received by City Planning that proposes two mixed-use buildings, 45 and 50 storeys in height with four levels of below grade parking connected by a shared three-storey base.

1879-1885 Weston Road

The street-facing facades of this former bank building would be retained in-situ. Part of its rear wall (+/-4.7 metres including the cornice and pilasters) would be documented, salvaged and reconstructed. The retained structure would then be integrated into the three-storey podium of the proposed new building. The new construction is proposed to be setback where it meets the former bank building to ensure the visibility of the return walls. The podium would rise two stories above the Bank Building and is stepped back approximately 3 metres from the north elevation, 2.8 metres from the south elevation and 5 metres from the west corner entrance.

The Heritage Impact Assessment notes that the "podium will feature a curtain wall of alternating glass and ochre coloured metal panels. Transitioning from the podium to the tower, the fourth floor will feature a slightly undulating floorplate in a glass curtain wall. The loads created by the proposed structure will be supported by columns set behind the retained facades."

General masonry and stone conservation and repairs would be undertaken to the retained facades. The windows and doors that are designed to match the original profiles would be installed into the existing window and door openings.

1871 Weston Road

The existing church building at 1871 Weston Road is proposed to be relocated to the corner of the proposed development site along Weston Road and adapted for retail use. The relocation is required to facilitate the proposed development and to take account of

the sewer right of way that runs through the site. As part of the relocation, the basement level of the 1947 main structure would be dismantled and reconstructed at the new location. The church's later side and front additions would be removed, and a new glazed side addition constructed to support the proposed new retail use. The church would retain the 6th bay at the rear that was added in 1962, the gable roof with its wood hammer beam trusses and the vestibule front façade.

The HIA states that the "vestibule façade will be connected to the main structure by a contemporary glass structure that references the original 1947 vestibule that was removed in 1983-84. The entrance to the Church Building will be relocated to the west elevation of a contemporary side addition fronting onto the pedestrian mews to the west. The existing door opening in the vestibule façade will be utilized as a window, and will incorporate the original rose transom, which had previously been relocated as part of the 1983-1984 renovations."

The proposed works include the removal of the interior floors and the lowering of the main floor to provide improved accessibility and to match the grade of the proposed side addition and the vestibule facade addition. This would not interfere with the stained-glass windows of the building. Two of the existing basement window openings on the west side would be enlarged to connect to the proposed side addition. This contemporary addition would consist of a one-storey glass curtain wall structure with an at grade entrance on the west elevation. It includes a setback from Weston Road and the main structure of the church building to give space around the church form and expose the church's first bay. The exterior areas of the Church Building where the later additions are removed are proposed to be rebuilt with "new modern material and detailing that is sympathetic yet distinguishable from the historic fabric."

General masonry and stone conservation and repairs would be undertaken to the church building. The existing stained-glass windows along the sides of the church and the central rose window will be removed during the relocation but repaired and reinstated as part of the proposed restoration works. Two new windows are proposed to be installed into the front wall that would match the profiles of the original that were removed to accommodate the current vestibule.

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."

3.1.6.29: "Heritage buildings and/or structures located on properties on the Heritage Register should be conserved on their original location. However, where it is supported by the cultural heritage values and attributes of a property on the Heritage Register a heritage building may be relocated within its property or development site where:

a) the heritage building or structure is not attached to or adjoining another building or structure;

b) the location, orientation, situation or view of the heritage building is not identified in the Official Plan or as a cultural heritage value or attribute of the property, and/or the proposed relocation will not negatively affect the cultural heritage values or attributes of the property;

c) the portion of the heritage building or structure that contains the identified cultural heritage values and attributes is being conserved in its entirety and will not be demolished, disassembled and/or reconstructed;

d) the relocation on site does not conflict with any applicable Heritage Conservation District plans;

e) a Heritage Property Conservation Plan is submitted that demonstrates that the removal and relocation of the building or structure within its existing property will not pose any physical risk to the heritage building and/or structure, its cultural heritage values and attributes, to the satisfaction of the City; and

f) these and any other related conditions are secured in a Heritage Easement Agreement prior to removal and relocation on site."

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

Staff support the proposed alterations to the former bank building at 1879-1885 Weston Road. These involve the conservation and restoration of all of the heritage attributes noted in designation by-law 803-2023. The alterations affect its scale, form and massing but the proposed new construction includes set backs and step backs that ensure that the former bank building's visual prominence within the public realm and that its original single storey form would remain apparent.

The relocation of the church further east along Weston Road would retain the relationship of this building to Weston Road and comply with the building relocation policy of the City's Official Plan. The proposed alterations represent a comprehensive restoration treatment for the building. A letter has been included as part of the HIA from Laurie McCulloch Building Moving that confirms the feasibility and methodology for moving the building. The proposed new contemporary addition is subordinate to the principal structure and has been designed with set backs to give visual prominence to the heritage building.

Interpretation Plan

Should Council approve the proposed conservation strategy, prior to final Site Plan approval, the applicant should be required to submit an Interpretation Plan to the satisfaction of the Senior Manager, Heritage Planning.

Heritage Lighting Plan

The Heritage Lighting Plan should provide details of how the heritage properties will be lit so that their unique heritage character is highlighted.

Landscape Plan

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

Signage Plan

Should Council approve the proposed conservation strategy, prior to the issuance of Site Plan approval for the proposed development, the applicant should be required to submit a Signage Plan to the satisfaction of the Senior Manager, Heritage Planning. The recommended Signage Plan should provide details of the signage strategy for the heritage properties, including the appropriate type, scale, location, and number of signs.

Heritage Easement Agreement

Staff is recommending that the owner enter into a Heritage Easement Agreement to secure the long-term protection of 1871 Weston Road and 1879-1885 Weston Road.

CONCLUSION

The application to alter 1871 Weston Road (Weston Baptist Church) and 1879-1885 Weston Road (former Bank of Nova Scotia) have demonstrated that the heritage impacts of the proposal are consistent with the City's heritage policy framework. Staff support the retention and relocation strategies and the alterations as set out within the conservation strategy and mitigation measures proposed for the site. As such staff are of the opinion that the proposal has been designed to conserve the cultural heritage values, attributes, and character of the heritage properties. Staff recommend that Council approve the proposed alterations and grant authority to enter into one or more Heritage Easement Agreements.

CONTACT

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SIGNATURE

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Senior Manager, Heritage Planning
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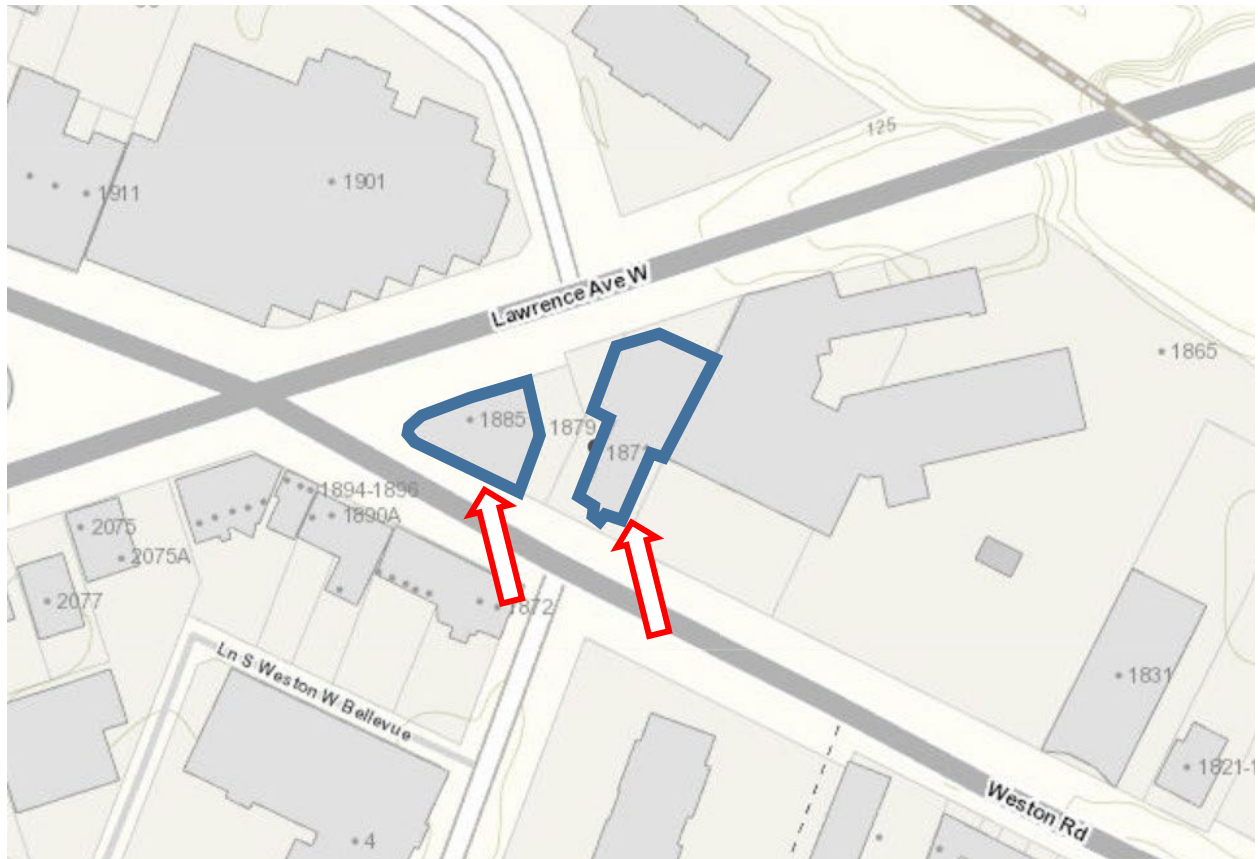
ATTACHMENTS

Attachment 1: Location Map
Attachment 2: Aerial Photo
Attachment 3: Photographs
Attachment 4: Selected Drawings

LOCATION MAP

ATTACHMENT 1

1871 and 1879-1885 Weston Road



1885 Weston Road is outlined in in blue on the left and 1871 Weston Road is to the right. This location map is for information purposes only; the exact boundaries of the property are not shown. The arrow marks the location of each property. (City of Toronto iView mapping)



Aerial view showing 1885 Weston Road to the left and 1871 Weston Road to the right.
(Google 2023)

PHOTOGRAPHS

ATTACHMENT 3

1871 and 1879-1885 Weston Road



View looking northeast at 1885 Weston Road to the left (former bank building) with 1871 Weston Road (Weston Baptist Church) (Heritage Planning 2023)



View looking southeast at the north elevation of the nave and 1983-1984 rectangular vestibule fronted by the reconstructed 1947 vestibule façade. Part of the 1962 rear wing is also visible at left (Heritage Planning, 2023)



View looking southeast across Lawrence Avenue West at the 1962 rear wing (ERA, 2021)



View looking south at the main corner entrance and north elevation of the former Bank of Nova Scotia building. (Heritage Planning, 2023)



View looking southeast at the main corner entrance and west elevation of the former Bank of Nova Scotia building (Heritage Planning, 2023)

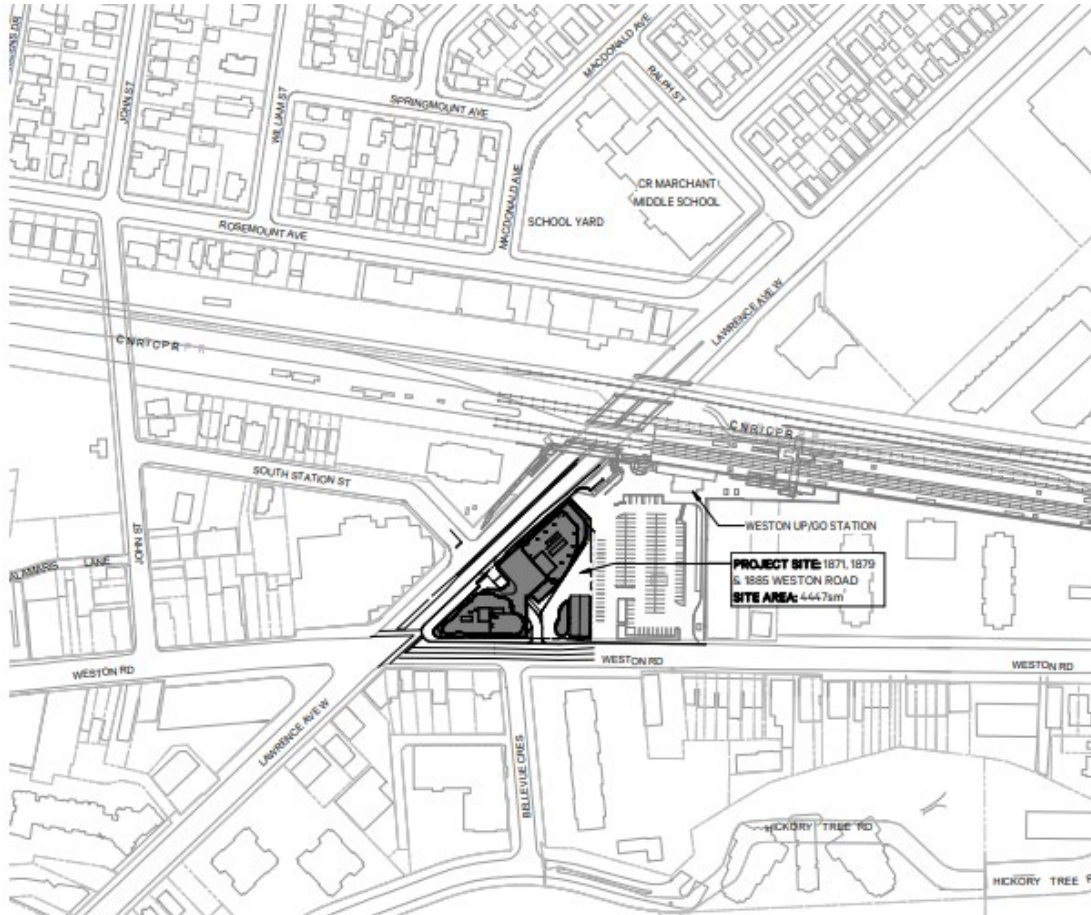


View looking northeast at the rear elevation of the former bank building (Heritage Planning)

SELECTED DRAWINGS

ATTACHMENT 4

1871 and 1879-1885 Weston Road



Context Plan

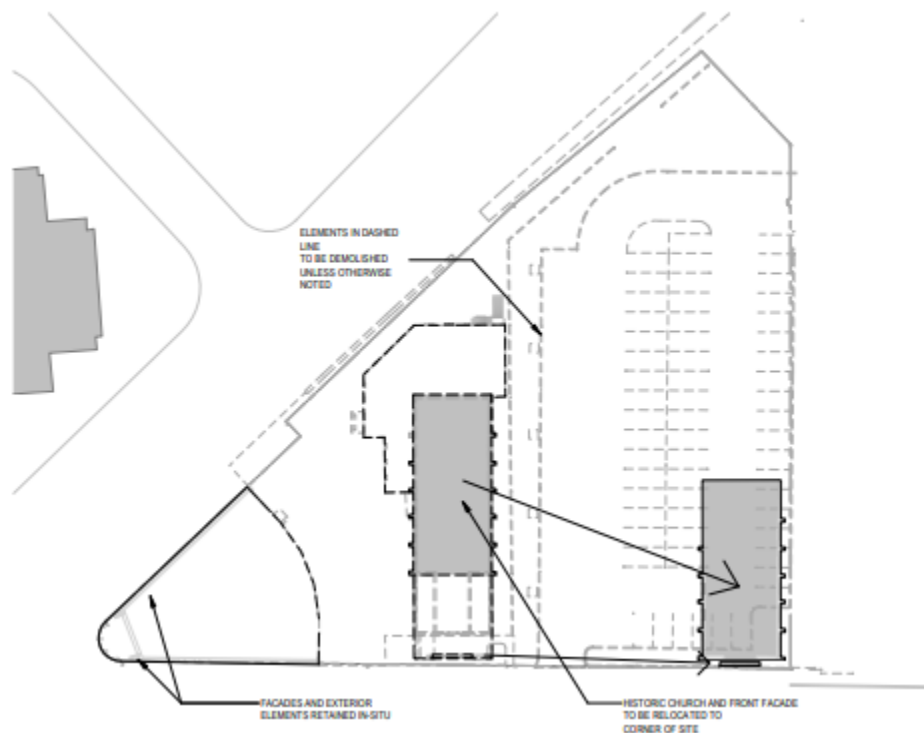
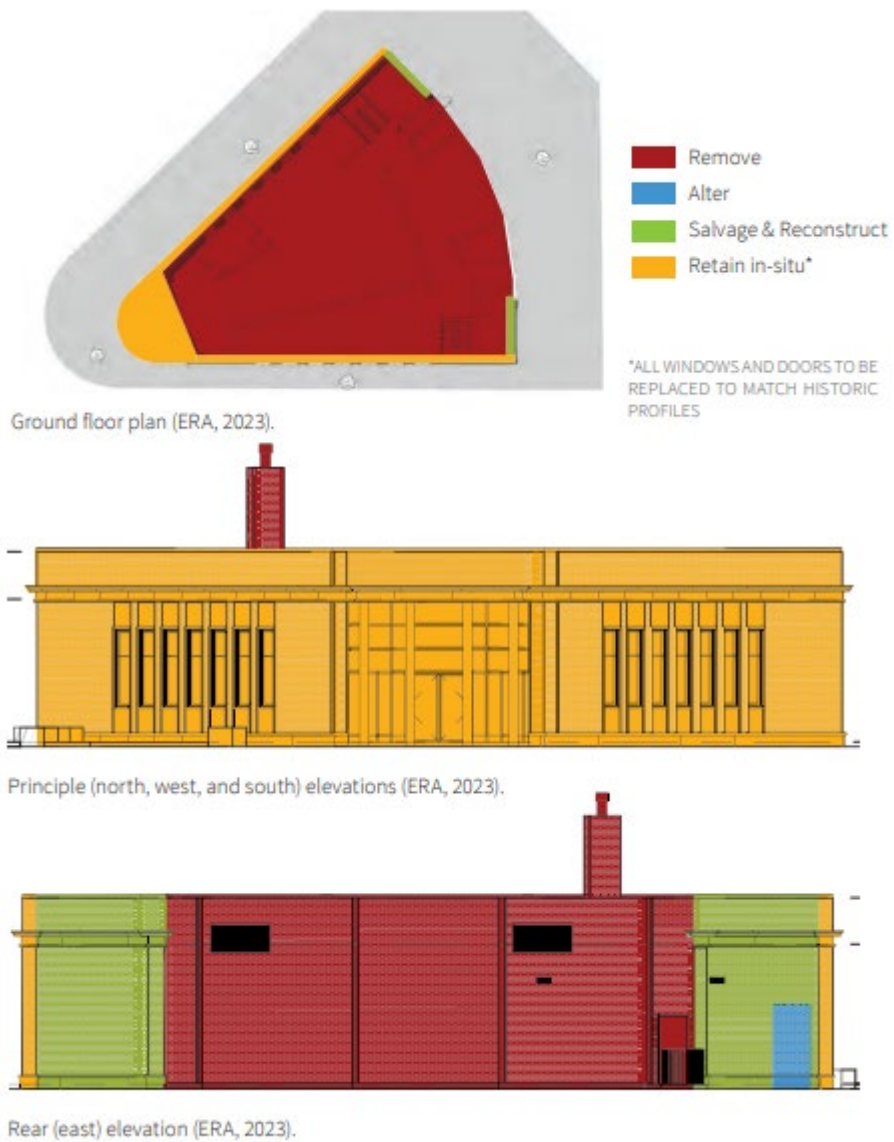
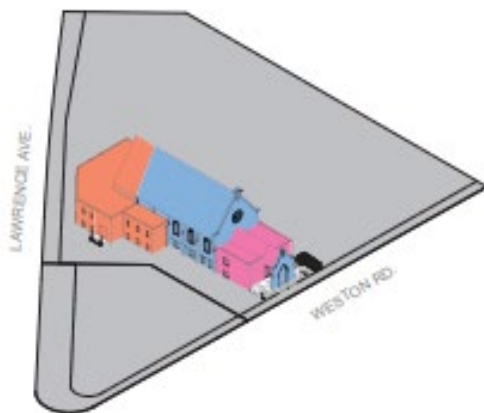


Diagram illustrating in-situ retention of the exterior facades of 1885 Weston Road at the corner of Weston Road and Lawrence Avenue West and the existing location of the historic church at 1871 Weston Road and front façade with relocation to the corner of the development site closer to Weston Road

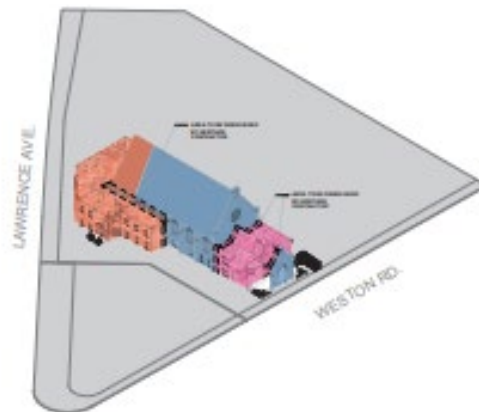


Coloured illustration showing the proposed conservation strategy for 1885 Weston Road (ERA, 2023)

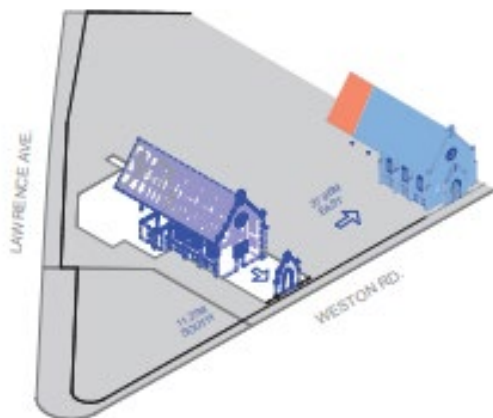
Relocation Diagrams



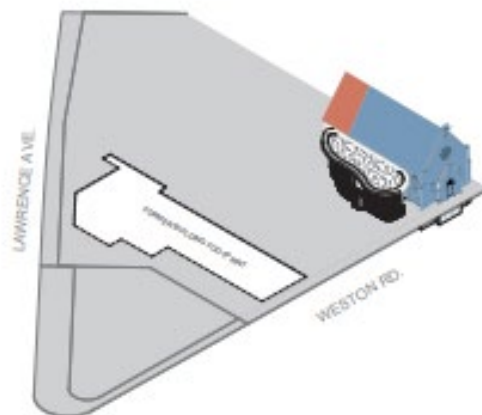
Existing Church Building and Site (ERA, 2023).



Demolition of 1962 side and rear addition and 1983-84 front addition (ERA, 2023).



Relocation of 1947 & 1962 elements to southeast corner of Site (ERA, 2023).



Proposed location of retained elements extant 1947 and 1962 elements (ERA, 2023).

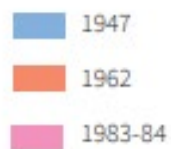


Diagram illustrating the relocation of 1871 Weston Road (Church Building) within the proposed development property (ERA, 2023)



Illustration of the Basement and Ground Floor Plans (ERA, 2023)

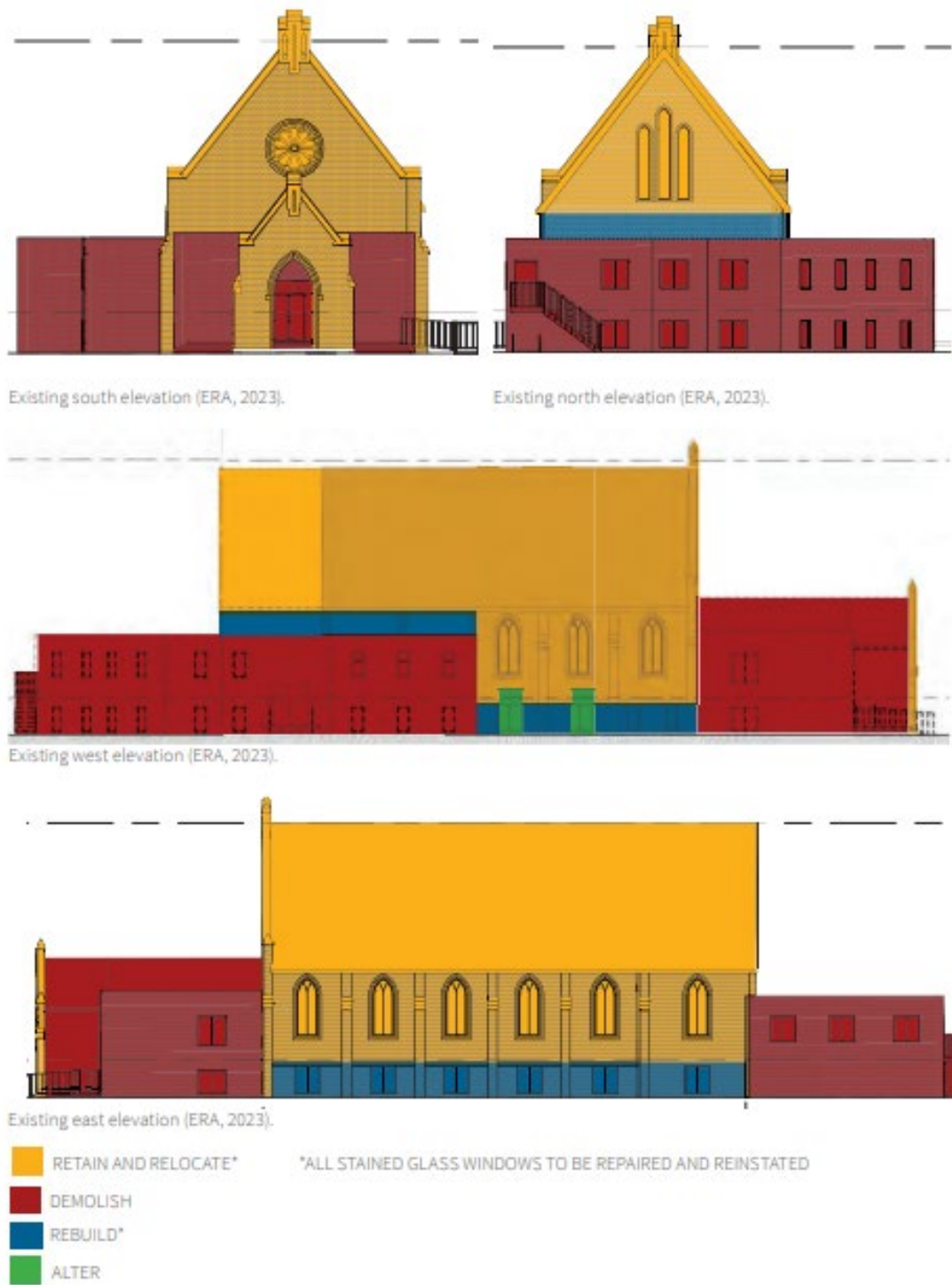
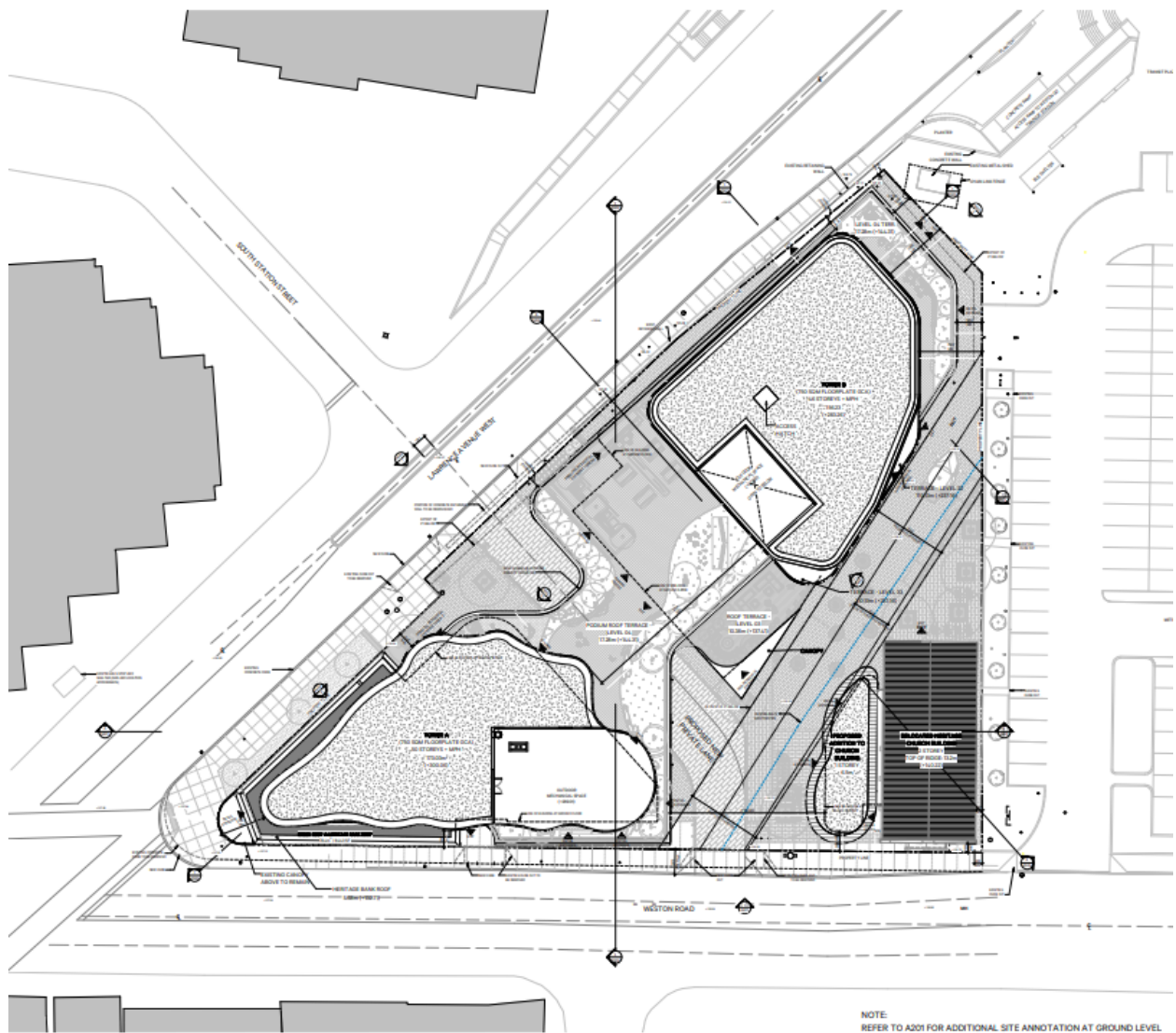
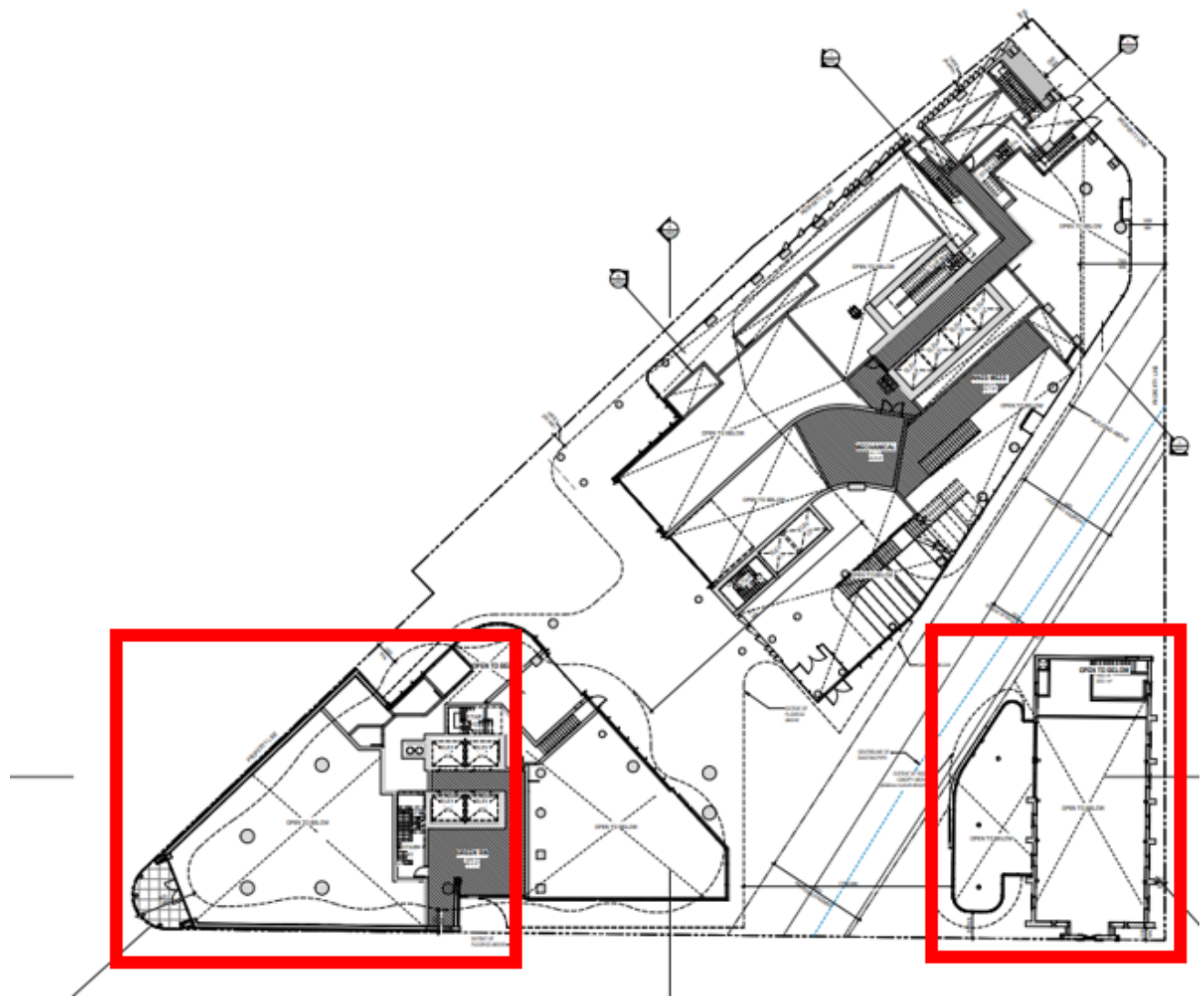


Diagram showing the conservation strategy for 1871 Weston Road (ERA, 2023)

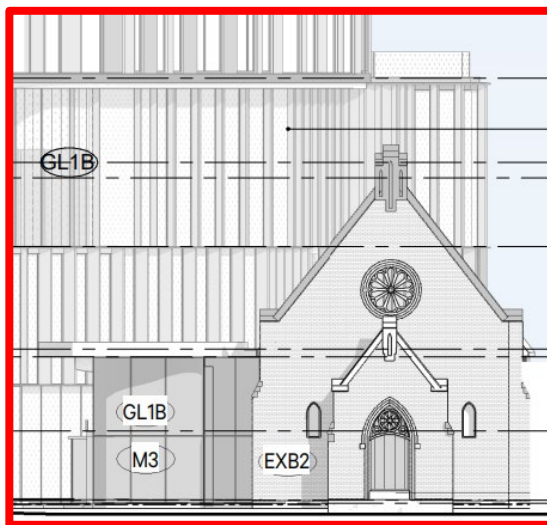
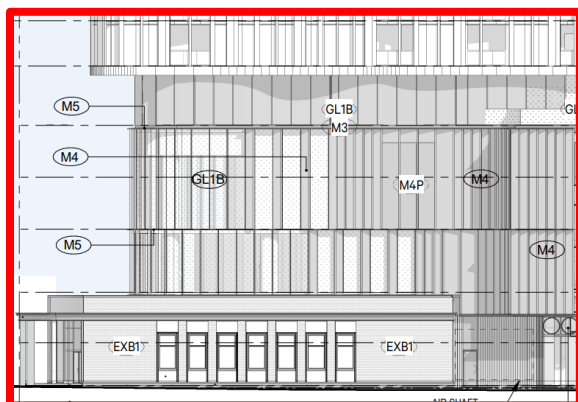
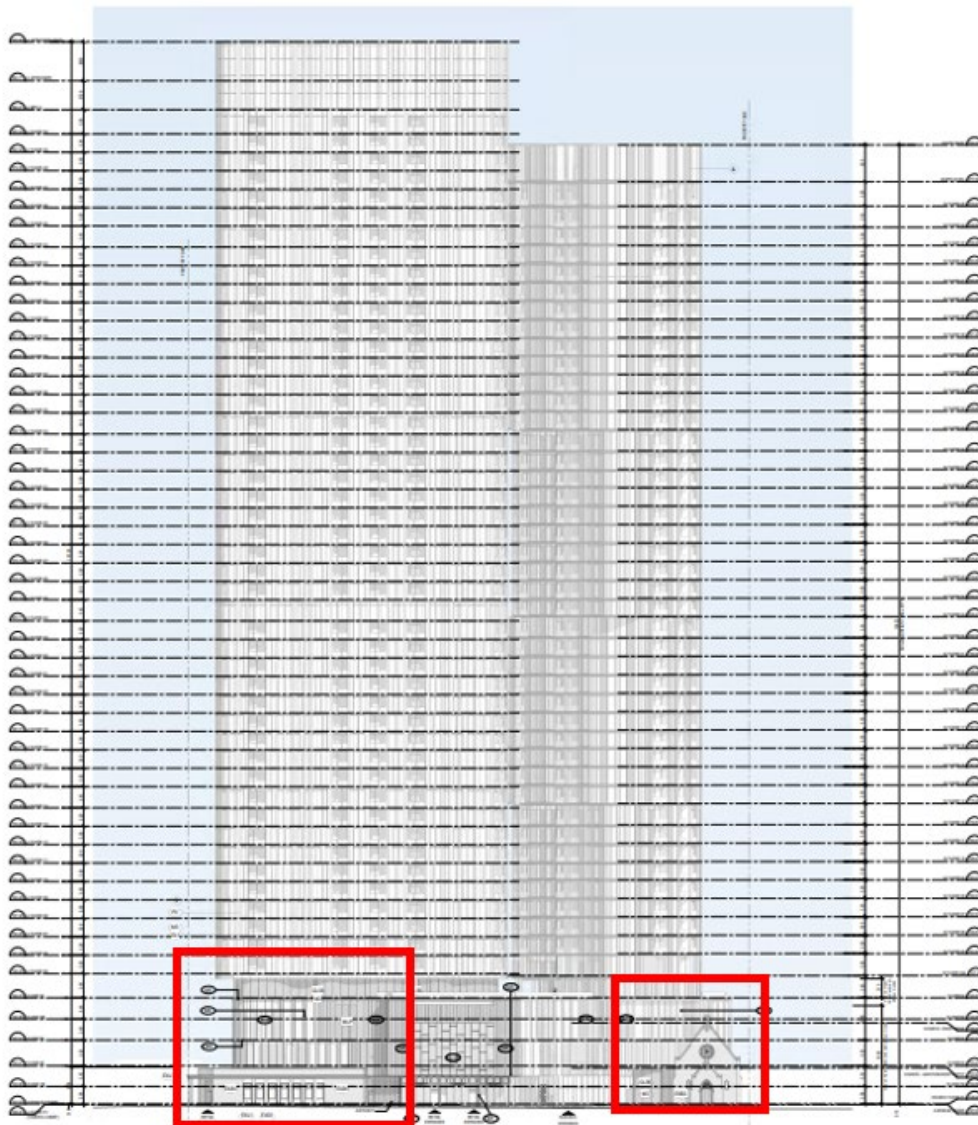


Site Plan (SvN, 2023)

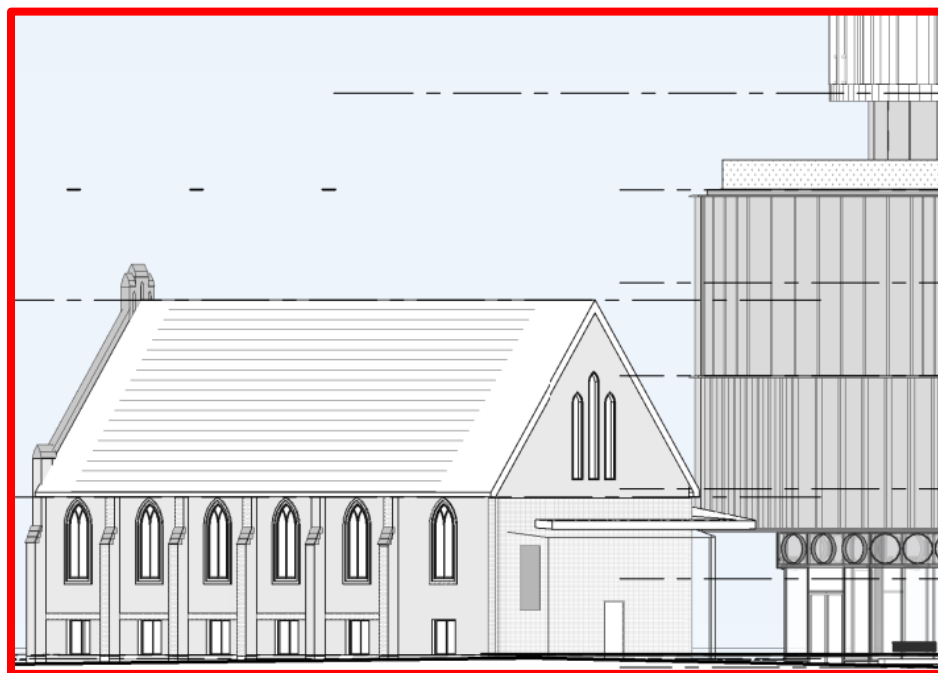
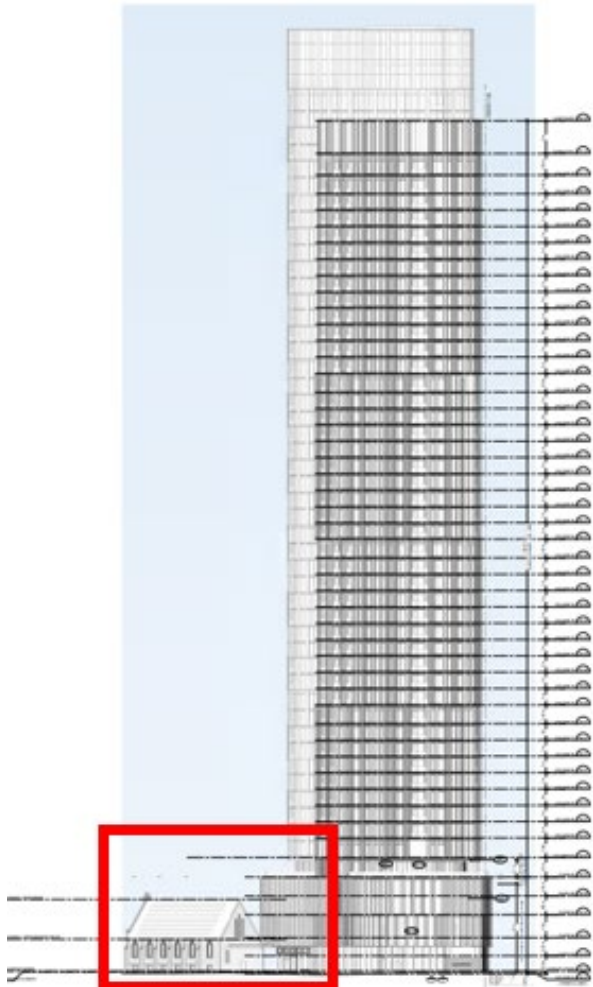


Ground Floor Plan with heritage building highlighted in red. (SvN, 2023)

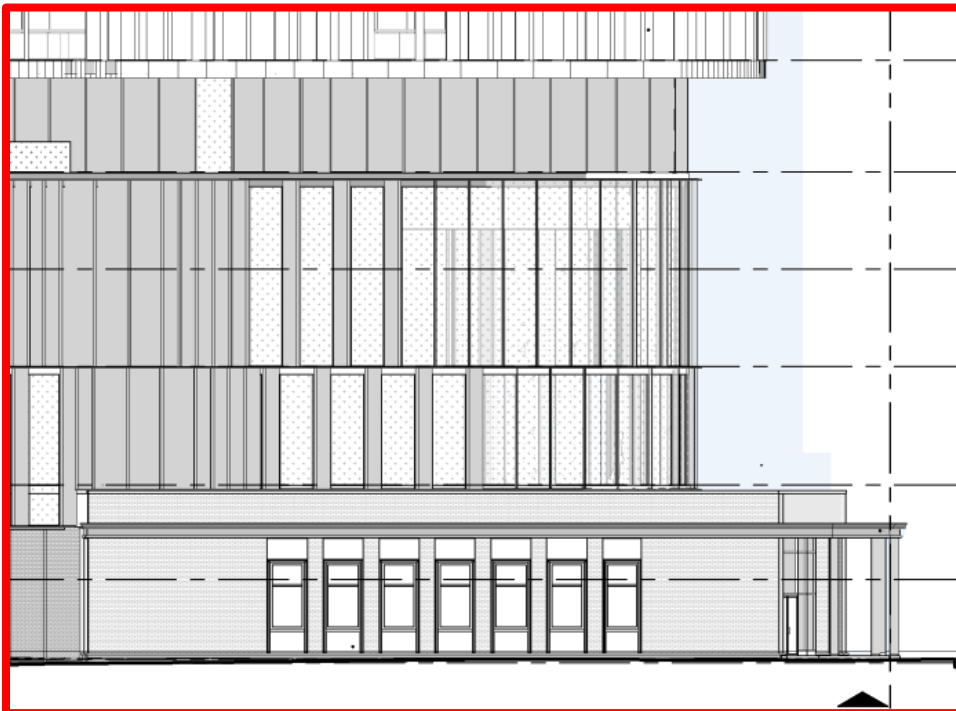
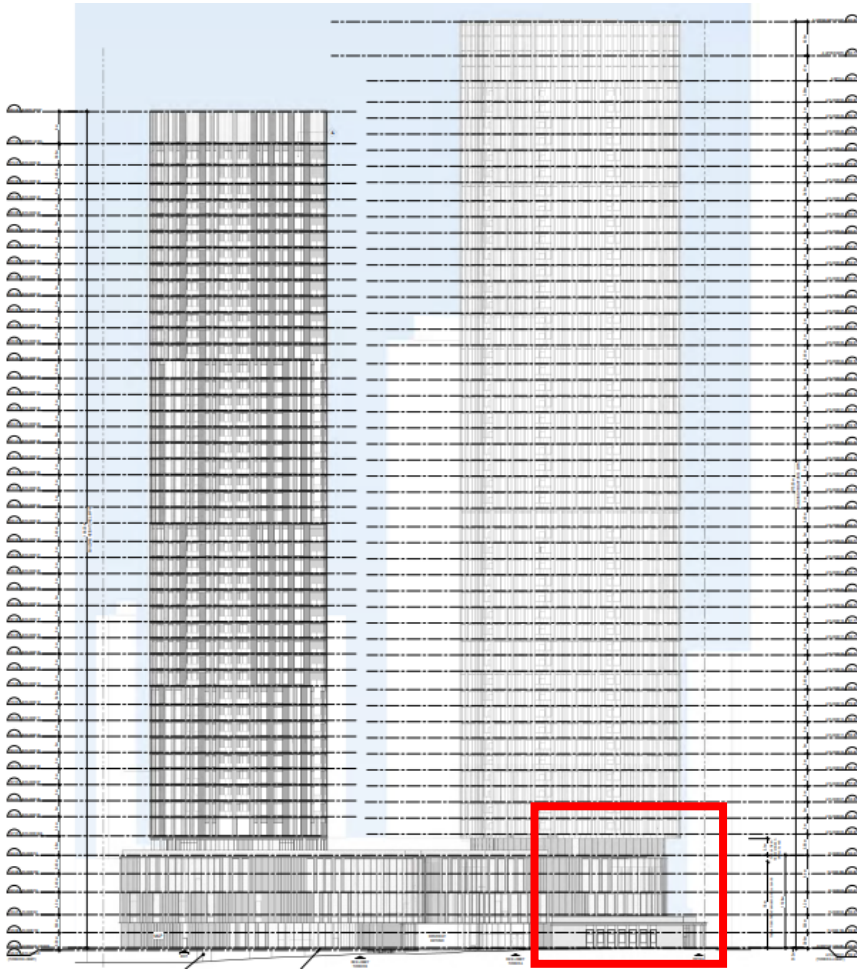




Southwest Elevation (Weston Road) (SvN, 2023)



Northeast Elevation (SvN, 2023)



North Elevation (Lawrence Avenue West) (SvN, 2023)

Section East-West Tower A (left) and Section North-South Tower B (right)



Renderings of proposals (SvN, 2023)



Renderings of proposals (SvN, 2023)