

2102 Lawrence Avenue East – Alterations to a Designated Heritage Property and Demolition of a Building Under Sections 33 and 34 of the Ontario Heritage Act and Authority to Enter into a Heritage Easement Agreement

Date: November 14, 2024

To: Toronto Preservation Board
Scarborough Community Council

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

Wards: Ward 21 - Scarborough Centre

SUMMARY

The proposal to alter the heritage property has been made in conjunction with the submission of Official Plan and Zoning By-law Amendment applications and involves integrating the church and the cemetery into a new affordable housing complex comprised of a new L-shaped building with 12-storey and 6-storey components. In addition, the demolition of the post-war additions to the historic church building is also proposed. A community garden and a publicly accessible playground will be introduced on the property and the former church will be used as a community gathering space for residents.

RECOMMENDATIONS

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

1. City Council consent to the application to alter the designated property at 2102 Lawrence Avenue East in accordance with Section 33 of the Ontario Heritage Act to allow for the construction of a new building with 12-storey and 6-storey components with the alterations to the designated heritage property being substantially in accordance with the plans and drawings prepared by KPMB Architects dated July 19, 2024 and the Heritage Impact Assessment prepared by ERA Architects Inc. dated August 1, 2024, both on file with the Senior Manager, Heritage Planning, all subject to and in accordance with the Conservation Plan satisfactory to the Senior Manager, Heritage Planning, and subject to conditions set out in Recommendation 3 below.

2. City Council consent to the demolition of the post-war additions on the north and west sides of the historic church building in accordance with Section 34 (1) 2 of the Ontario Heritage Act, to allow for the construction of the new residential structure and related landscaped areas, substantially in accordance with the Stage 1 Archaeological Resource Assessment of 2102 Lawrence Avenue East prepared by ASI Archaeological and Cultural Heritage Services, dated July 18, 2022, plans and drawings prepared by KPMB Architects dated July 19, 2024 and the Heritage Impact Assessment prepared by ERA Architects Inc. dated August 1, 2024, all on file with the Senior Manager, Heritage Planning, all subject to an in accordance with the Conservation Plan satisfactory to the Senior Manager, Heritage Planning, and subject to conditions set out in Recommendation 3 below.

3. City Council direct that its consent to alter the designated property at 2102 Lawrence Avenue East under Part IV, Section 33 of the Ontario Heritage Act and its consent to the demolition of a building, being the postwar additions on the north and west sides of the historic church building on the subject designated heritage property under Part IV, Section 34(1) 2 of the Ontario Heritage Act, are also subject to the following conditions:

a. That the related site-specific Official Plan Amendment and Zoning By-law Amendment permitting the proposed alterations have been enacted by City Council and have come into full force and effect in a form and with content acceptable to City Council, as determined by the Chief Planner and Executive Director, City Planning, in consultation with the Senior Manager, Heritage Planning.

b. That prior to the introduction of the Bills for such Zoning By-law Amendment by City Council, the owner shall:

1. Enter into a Heritage Easement Agreement with the City for the property at 2102 Lawrence Avenue East substantially in accordance with the plans and drawings prepared by KPMB Architects dated July 19, 2024 and the Heritage Impact Assessment prepared by ERA Architects Inc. dated August 1, 2024, both on file with the Senior Manager, Heritage Planning, subject to and in accordance with the Conservation Plan required in Recommendation 3.b.2, to the satisfaction of the Senior Manager, Heritage Planning including execution of such agreement to the satisfaction of the City Solicitor.

2. Provide a detailed Conservation Plan, prepared by a qualified heritage consultant that is substantially in accordance with the conservation strategy set out in the Heritage Impact Assessment for the property at 2102 Lawrence Avenue East prepared by ERA Architects Inc. dated August 1, 2024, 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 property at 2102 Lawrence Avenue East, 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. Have entered into a Heritage Easement Agreement with the City required in Recommendation 3.b.1.
2. Provide building permit drawings, including notes and specifications for the conservation and protective measures keyed to the approved Conservation Plan required in Recommendation 3.b.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.
3. 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.
4. Provide a Lighting Plan for the heritage building on 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.
5. Provide a Landscape Plan for the subject property to the satisfaction of the Senior Manager, Heritage Planning.
6. Provide a Letter of Credit, including provision for upward 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 and Interpretation Plan.

d. That prior to the issuance of any permit involving subsurface impacts within the limits of Zion Wexford Cemetery, including a demolition permit or heritage permit, such as may be required by the demolition of the north post-war addition, or repairs to foundations of the historic church building at 2102 Lawrence Avenue East, the owner shall:

1. Provide written confirmation to the Senior Manager, Heritage Planning that the owner has retained a consultant archaeologist, licensed by the Ministry of Citizenship and Multiculturalism, to undertake a Stage 2 Archaeological Assessment and/or Stage 3 Cemetery Investigation, and to implement the recommendations of this assessment (i.e., preservation, documentation, avoidance), as directed by the recommendations of the Stage 1 Archaeological Resource Assessment of 2102 Lawrence Avenue East, prepared by ASI Archaeological and Cultural Heritage Services, dated July 18, 2022, and entered into the Ontario Public Register of Archaeological Reports.

e. That prior to the issuance of the first above-grade permit for all or any part of the property at 2102 Lawrence Avenue East, 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. Submit a copy of all relevant assessment report(s) as an Acrobat PDF file, to the satisfaction of the Senior Manager, Heritage Planning.

2. Ensure no demolition, construction, grading or other soil disturbances shall take place within the limits of the Zion Wexford Cemetery prior to confirmation in writing by the Senior Manager, Heritage Planning that all archaeological licensing and technical review requirements have been satisfied.

f. That prior to the release of the Letter of Credit required in Recommendation 3.c.6, 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.

4. City Council authorize the entering into of a Heritage Easement Agreement under Section 37 of the Ontario Heritage Act with the owner of the property at 2102 Lawrence Avenue East in a form and content satisfactory to the City Solicitor and the Chief Planner and Executive Director, City Planning.

5. 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 2102 Lawrence Avenue East.

FINANCIAL IMPACT

City Planning confirms there are no financial implications resulting from the recommendations included in this report in the current budget year or in future years.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the information as presented in the Financial Impact Section.

DECISION HISTORY

The property at 2102 Lawrence Avenue East is designated by By-law No.17450 under Part IV of the Ontario Heritage Act, passed by the Corporation of the Borough of Scarborough in 1977 and included on the City of Toronto Heritage Register.

BACKGROUND

Heritage Value

The property is designated under the Ontario Heritage Act for architectural and historical reasons.

Constructed in 1876, the Zion Wexford United Church building is an interesting example of High Victorian Gothic church architecture in what was, at the time of its construction, rural Ontario. The church is small and unpretentious and constructed of brick with a small rose window in the front wall above the porch. It is historically important as the successor of the Primitive Methodist log chapel erected on the site in 1842. The church is immediately adjacent to the Zion Wexford Cemetery.

Development Proposal and Conservation Strategy

The proposal involves the in-situ conservation of the original 1876 church building and the demolition of the post-war additions located to the west and north. A new L-shaped affordable housing complex is proposed to be constructed on the property. At the north side of the property, a community garden and publicly accessible playground will be introduced. In addition, the project proposes to create and maintain a stable environment for the 1842 cemetery located at the east side of the property.

A 12-storey component would be situated west of the church building and connected to it by a 5-metre-wide glazed breezeway which would act as a transitional space and atrium. Alterations proposed for the church building that are required to facilitate a connection to the new construction include the introduction of a new doorway and the shortening of the southernmost window on the west elevation, and the removal of the windows with religious iconography on the rear (north) elevation and the infill of a doorway. The 6-storey portion of the new development is proposed to be situated behind the church building. No alterations to the primary (south) or east elevations are proposed.

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 Planning Statement (2024)

The Provincial Planning Statement (2024) (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
- protecting people, property and community resources by directing development away from natural or human-made hazards, and
- 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.

Policy 4.6.1 of the PPS directs that "Protected heritage property, which may contain built heritage resources or cultural heritage landscapes, shall be conserved." "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.

Policy 4.6.2 states that "Planning authorities shall not permit development and site alteration on lands containing archaeological resources or areas of archaeological potential unless the significant archaeological resources have been conserved."

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.

Provincial Plans are intended to be read in their entirety and relevant policies are to be applied to each situation.

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."

3.1.6.35: "Development and site alteration will be permitted on lands containing archaeological resources or areas of archaeological potential only where the archaeological resources have been assessed, documented and conserved. Any alterations to known archaeological sites will only be performed by licensed archaeologists."

3.1.6.38: "Upon receiving information that lands proposed for development may include archaeological resources or constitute an area of archaeological potential, the owner of such land will undertake studies by a licensed archaeologist to:

- a) assess the property in compliance with Provincial Standards and Guidelines for Consulting Archaeologists, and to the satisfaction of the City;
- b) assess the impact of the proposed development on any archaeological resources;
- c) identify methods to mitigate any negative impact that the proposed development may have on any archaeological resources, including methods of protection on-site or interpretation and curating; and,
- d) provide to the City a Provincial concurrence letter recognizing the completion of the Archaeological Assessment where one is issued by the Province."

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 Parks Canada 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

Demolition

There is no longer an active congregation occupying the church and, given that the post-war additions are not heritage attributes, staff support the demolition of these buildings to allow for the sensitive redevelopment and rehabilitation of the heritage property. The demolition of the additions will also result in an unobstructed view of the north wall of the church from the publicly accessible amenity space.

Alterations

The 12-storey portion of the new building facing Lawrence Avenue East would be situated west of the church building and primarily clad in red brick to reflect the materiality of the historic church while clearly remaining contemporary. Levels 3-12 of the new building are stepped back from the base building.

The 2-storey base building responds to the height of the eaves of the church building and its white brick cladding will provide a contrast with the upper levels of the new building and with the historic church.

The new 12-storey component will match the setback of the south wall of the church building while the 5-metre-wide transitional glazed element would be set back further to allow for views of the west wall of the church building from the street. The glazed breezeway will act as an atrium and provide a transition to and a buffer between the original building and new construction. These measures will mitigate the impact of the new development on the heritage property and reinforce the visibility and character of the church as an individual building.

The new 6-storey component of the development would be situated 3.1 metres behind (north) of the church building and off-set, thereby conserving the church's detached, three-dimensional form and allowing for the creation of a publicly-accessible playground and a landscape plan that connects to green space areas and the cemetery.

The religious-themed stained-glass windows on the north elevation will be removed and replaced with new leaded glass windows with decorative tracery and wood frames. The

stained-glass windows throughout, without religious iconography, including the large, rose window on the south elevation, will be conserved.

Additional conservation efforts include the restoration of the north (rear) wall using salvaged brick where possible. In addition, the Heritage Impact Assessment indicates that character-defining architectural features will be repaired and restored, including masonry conservation and interior conservation of the ceiling, plaster and wood finishes.

Conservation Plan

Should Council approve the proposed conservation strategy, the owner will be required to submit a Conservation Plan which will detail the recommended interventions and conservation work. It will also include a detailed plan describing how the heritage building will be protected during construction, a schedule of short and long-term maintenance requirements and estimated costs for all conservation work.

Interpretation Plan

Should Council approve the proposed conservation strategy, prior to the issuance of any permit, the applicant will be required to submit an Interpretation Plan to the satisfaction of the Senior Manager, Heritage Planning. The Interpretation Plan should be substantial and should communicate the cultural heritage value of the property as described in the Statement of Significance.

Heritage Lighting Plan

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

Archaeological Assessment

Should Council approve the proposed conservation strategy, prior to the issuance of the first above-grade permit, the applicant will be required to submit a Stage 2 Archaeological Assessment and/or Stage 3 Cemetery Investigation, at minimum, to the satisfaction of the Senior Manager, Heritage Planning. This archaeological assessment shall be consistent with the City of Toronto's Terms of Reference for Archaeological Assessments, the Ontario Heritage Act, and the recommendations of the Stage 1 Archaeological Resource Assessment of 2102 Lawrence Avenue East, prepared by ASI Archaeological and Cultural Heritage Services, dated July 18, 2022.

Heritage Easement Agreement

Staff is recommending that the owner of the property enter into a Heritage Easement Agreement with the City to secure the long-term protection of the subject property.

CONCLUSION

Heritage Planning staff are supportive of the proposal to alter the designated heritage property at 2102 Lawrence Avenue East to allow for the construction of a new 12-and 6-storey residential complex submitted in connection with the development applications and a Heritage Permit application.

Staff acknowledge that the proposal to redevelop the designated heritage property at 2102 Lawrence Avenue East will present a physical and visual impact, however, those impacts have been mitigated by the full in-situ conservation of the historic church building and new construction that is designed to be sensitive to the heritage character of the property.

Staff also acknowledge that any sub-grade impacts to the Zion Wexford Cemetery, including lands to the immediate east of the heritage church and east of the north post-war addition could present a risk to unmarked graves. As such, any impacts to these lands shall be mitigated by following the accepted recommendations of the Stage 1 Archaeological Resource Assessment of 2102 Lawrence Avenue East, prepared by ASI Archaeological and Cultural Heritage Services, dated July 18, 2022.

Heritage Planning staff are satisfied the proposal meets the intent of the Planning Act, the Provincial Planning Statement (2024), 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.

Staff recommend that City Council approve the proposed alterations and grant authority to enter into a Heritage Easement Agreement.

CONTACT

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SIGNATURE

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ATTACHMENTS

Attachment 1 - Location Map

Attachment 2 - Aerial Photograph

Attachment 3 - Photographs

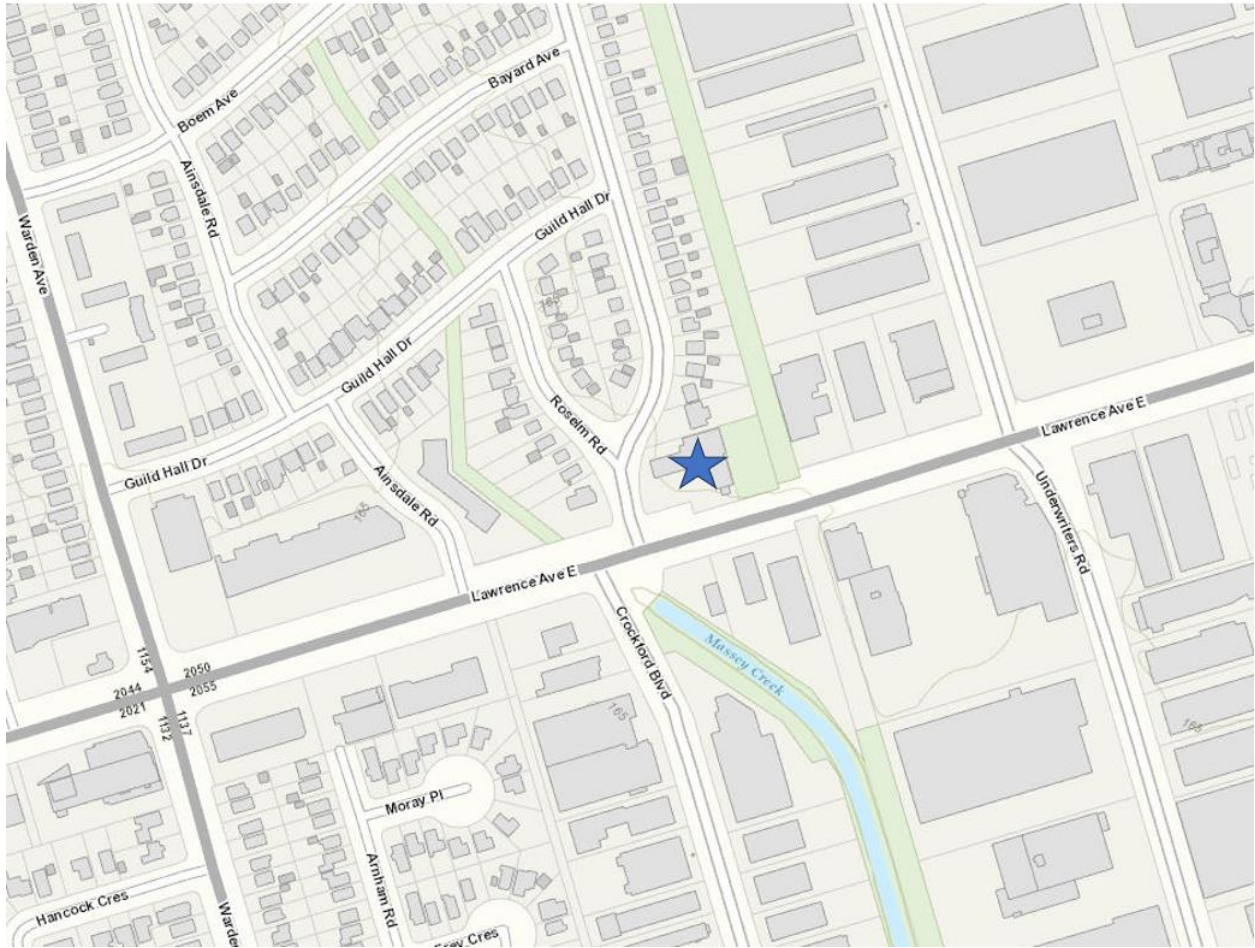
Attachment 4 - Proposal Renderings

Attachment 5 - Proposal Plans and Drawings

LOCATION MAP

ATTACHMENT 1

2102 Lawrence Avenue East



AERIAL PHOTOGRAPH
2102 Lawrence Avenue East

ATTACHMENT 2



(source: Google Maps)

PHOTOGRAPHS

ATTACHMENT 3

2102 Lawrence Avenue East



South and west elevations of historic church (right) and post-war addition (left)
(source: Google Maps)



South elevation
(source: Google Maps)



West elevation
(source: HIA)



East elevation of historic church, addition at rear and cemetery
(source: Google Maps)



North elevation (behind addition)
(source: HIA)



East elevation
(source: HIA)



Rendered view looking north-east along Lawrence Avenue East



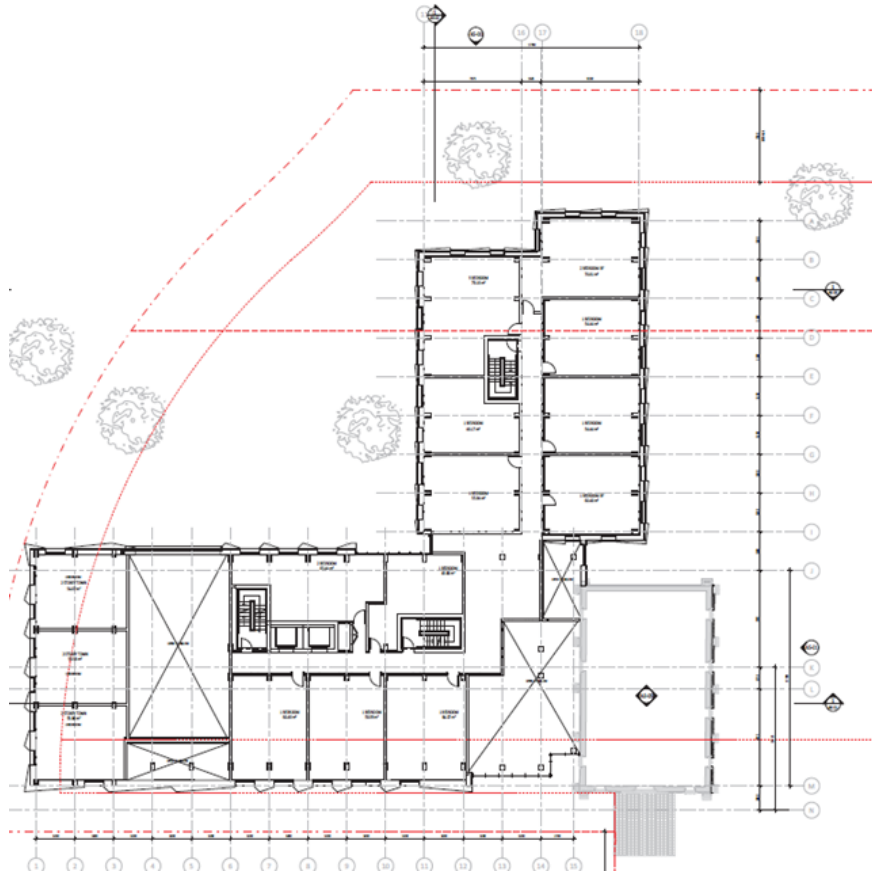
Rendered view looking north-west along Lawrence Avenue East

PROPOSAL PLANS AND DRAWINGS
2102 Lawrence Avenue East

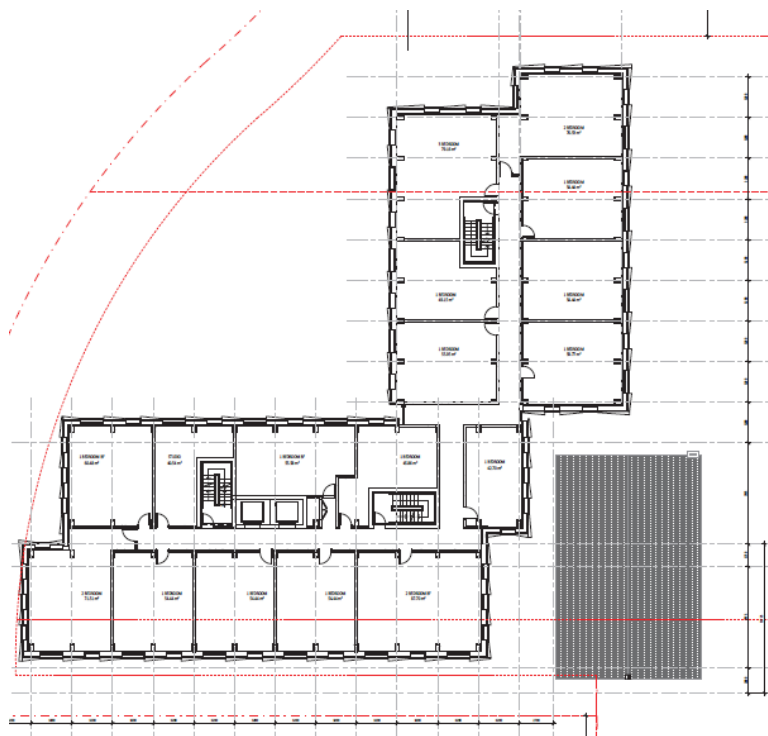
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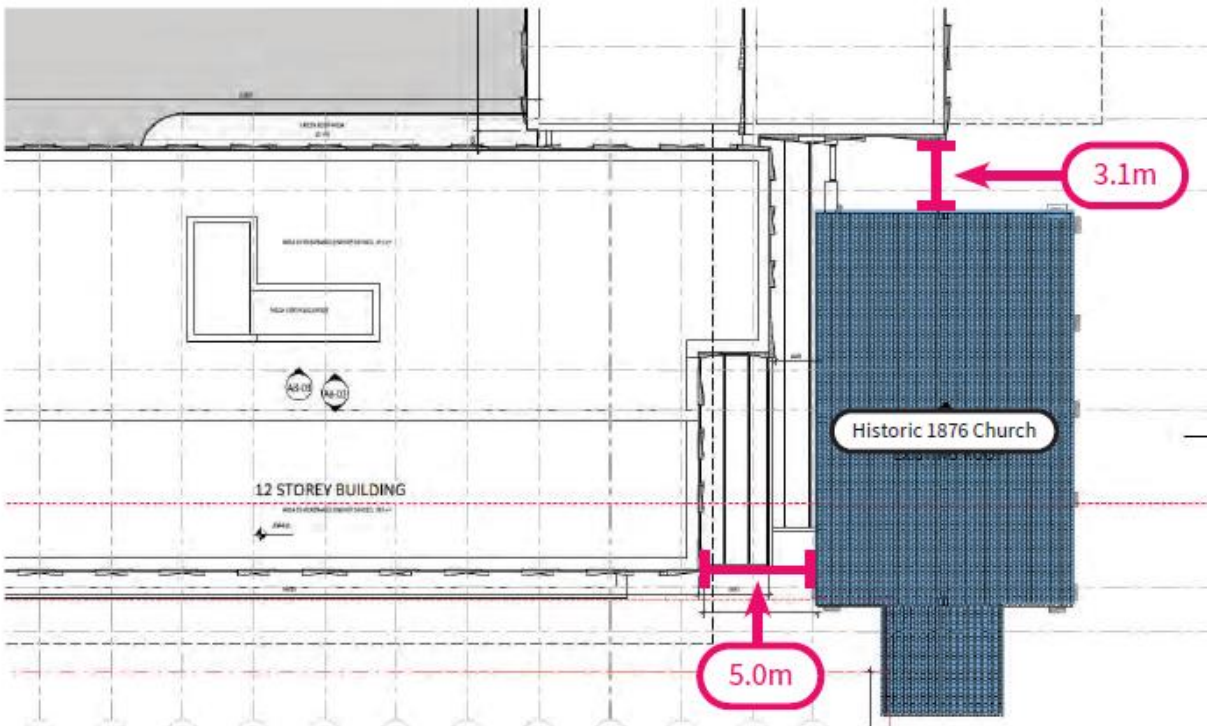
Proposed Site Plan



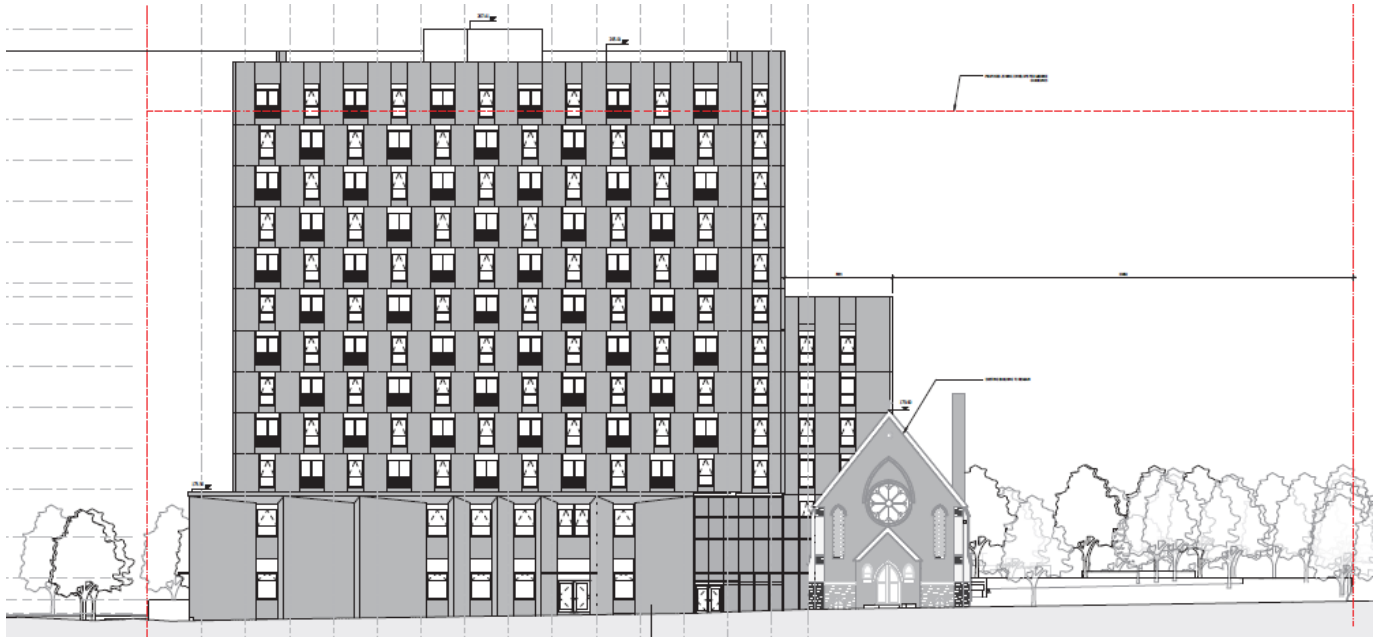
Plan Level 2



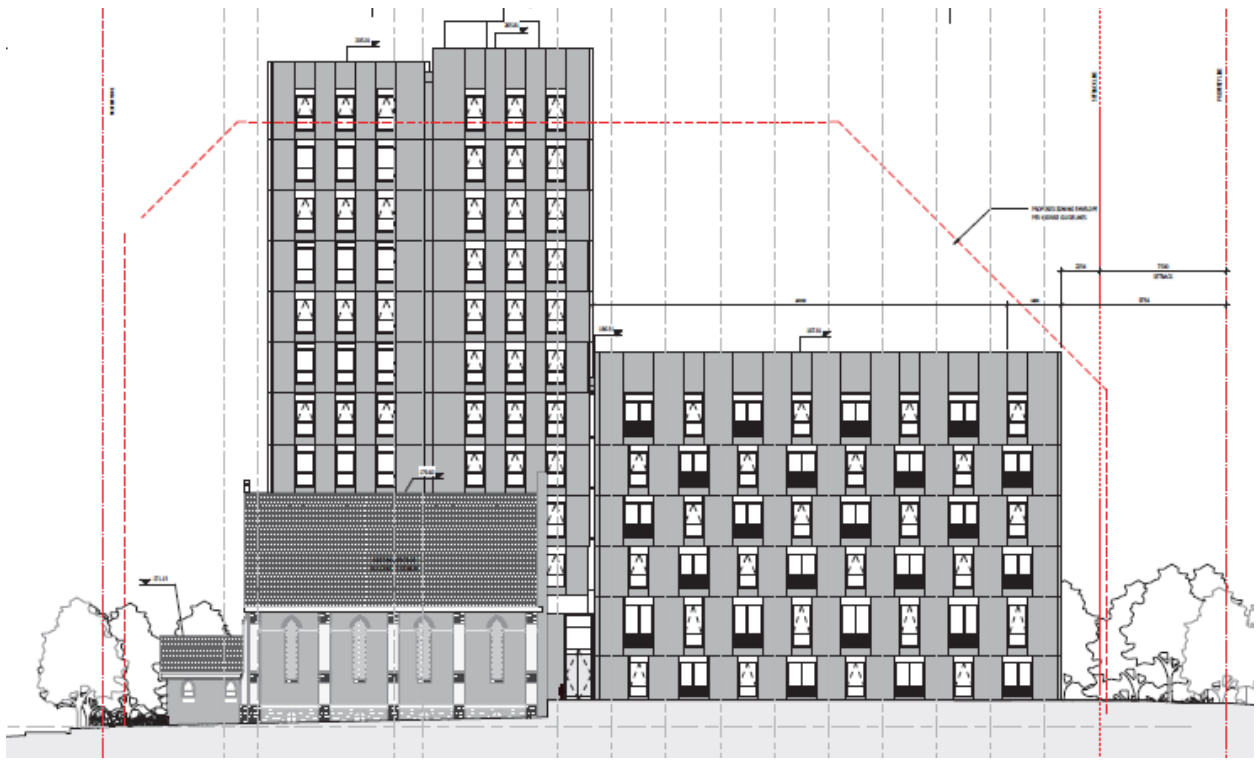
Plan Levels 3-6



Roof level plan showing the setbacks from the church



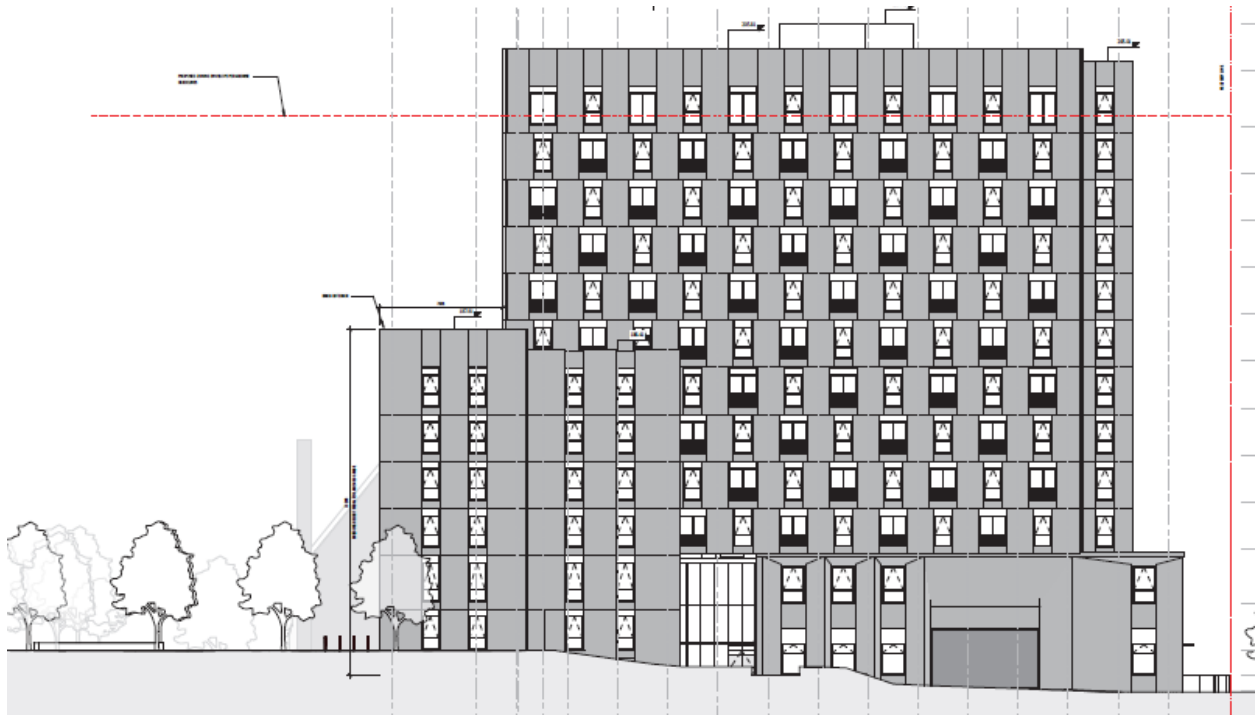
Proposed south elevation



Proposed east elevation



Proposed west elevation



Proposed north elevation