

1 Fallingbrook Road - Alterations to a Designated Heritage Property Under Section 33 of the Ontario Heritage Act

Date: March 14, 2025

To: Toronto Preservation Board

Scarborough Community Council

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

Wards: Ward 20 - Scarborough Southwest

SUMMARY

This report recommends that City Council approve the alterations proposed for 1 Fallingbrook Road (known as Edgemon, Edgmont, Fallingbrook, and the Winstanley House) in connection with a proposal to alter the existing building by constructing a contemporary addition at the north and east elevations.

The subject property at 1 Fallingbrook Road is designated under Part IV, Section 29, of the Ontario Heritage Act. The subject property contains a two-and-one-half-storey house, constructed in the Queen Anne Revival style. The house is of clapboard frame construction with wood flared eaves and decorative corbels at the gables.

On November 18, 2024, a Heritage Permit application was made to allow for alterations to the heritage building on the subject site. A Heritage Impact Assessment (HIA), prepared by ERA Architecture Inc., dated March 28, 2023, and revised February 7, 2025, was submitted to support the development application. Heritage Planning staff are satisfied that the proposed alterations conserve the subject heritage property and are consistent with the existing policy framework. The heritage impacts of the proposal are appropriately mitigated through the overall conservation strategy.

RECOMMENDATIONS

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

1. City Council approve the alterations to the heritage property at 1 Fallingbrook Road, under Section 33 of the Ontario Heritage Act, and with such alterations substantially in accordance with plans and drawings prepared by Richard Wengle Architects Inc., dated

October 1, 2024, and on file with the Senior Manager, Heritage Planning, Urban Design, City Planning, and the Heritage Impact Assessment, prepared by ERA Architects Inc., dated March 28, 2023, and revised February 7, 2025, and on file with the Senior Manager, Heritage Planning, Urban Design, City Planning, and subject to the following conditions:

a. that prior to the issuance of any permit for all or any part of the property at 1 Fallingbrook 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 building as are acceptable to the Senior Manager, Heritage Planning, Urban Design, City Planning, the owner the owner shall:

1. provide building permit drawings, including a description of materials and finishes, to be prepared by the project architect to the satisfaction of the Senior Manager, Heritage Planning, Urban Design, City Planning; and
2. obtain all planning permissions as may be necessary including, but not limited to, obtaining a Minor Variance.

2. City Council direct the Senior Manager, Heritage Planning, Urban Design, City Planning to report back to Council on any amendment to the May 7, 1986, Scarborough City Council Designation By-law 21571 as may be required, in accordance with Ontario Regulation 9/06 criteria prescribed for municipal designation under Part IV, Section 29 of the Ontario Heritage Act.

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

On May 7, 1986, Scarborough City Council adopted Designation By-law 21571 to designate the subject property at 1 Fallingbrook Road under Part IV of the Ontario Heritage Act.

<https://www.heritagetrust.on.ca/oha/details/file?id=1806>

BACKGROUND

Heritage Property

The subject property at 1 Fallingbrook Road is located on the east side of Fallingbrook Road, south of Fallingbrook Crescent, at the terminus of Queen Street East. The subject property is located at the southwestern edge of Scarborough's Birchcliffe-Cliffside neighbourhood.

Constructed at the turn of the 20th-century (exact date unknown), 1 Fallingbrook Road is a highly evolved three storey residential building with rear one storey extension, sited on an expansive, park-like lot with a cliffside view to Lake Ontario. Commissioned by Toronto wholesale grocer H.P. Eckardt and named "Edgemont", the house is an intact example of a lakefront summer estate that once characterized the neighbourhood at that time.

The main mass of the building occupies the central portion of the property. The house is of clapboard frame construction with wood flared eaves and decorative corbels at the gables. Typical of summer resort architecture of the period, the house incorporates elements of the Queen Anne Revival and stick/shingle styles. The west facade of the original house is characterized by an asymmetrically placed two-storey bay crowned by prominent, slightly projecting shingle clad gable with centrally placed, triple double-hung window. A porte-cochere and porch shield the primary entrance at the southwest corner of the structure.

The large house was modified in various stages, most significantly in the mid-1990s with the addition of rear living space and a recreational wing, as well as a pool and freestanding pool house in the northwest corner of the property. The estate's original garage still stands at the northeast corner of the property, although it has been heavily modified. The designation by-law for the property includes a frame summer gazebo as a heritage attribute of the property; however, the gazebo was destroyed by fire in the late 1980s.

The subject property is not adjacent to any properties listed on the City's Heritage Register or designated under Part IV or Part V of the Ontario Heritage Act.

Alteration Proposal

The proposed development contemplates the in-situ retention of the original structure and construction of a contemporary two-storey addition at the north and west elevations of the heritage house. The new addition will replace or extensively alter previous non-original additions, including a single storey addition at the north and east elevations (built in 1994), a patio deck on the south elevation and a pool (built in 1995), a pool house addition and a single storey addition connecting the main house with the garage (built in 1996), and a portion of the single-storey addition on the south elevation (date of construction unknown).

At the ground level, the addition will follow an L-shaped footprint, adjoining the east and north elevations of the heritage house. Additional second storey living space will be

incorporated at the east and north elevations. A new garage and pool facilities will be integrated into the northernmost wing of the new addition. At the east elevation, an expanse of window wall will connect the addition with the garage and amenity wing, which will feature two-levels of usable space. A new pool will be sited south of its current location.

Vehicular access to the site will be relocated to Fallingbrook Crescent from its current location on Fallingbrook Road. The Fallingbrook Road entrance will be pedestrianized, and the existing drive will be replaced by a path to the primary entrance at the west elevation, which is proposed to be relocated north of its current location.

Heritage Planning Policy Framework

The Planning Act

The Planning Act guides development in the Province of Ontario. It states that municipalities must have regard for matters of provincial interest. Section 2(d) specifically refers to “the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest” and 2(r) “to a built form that is well designed and provides for a sense of place.”

The Provincial Policy Statement (2024)

The Provincial Policy Statement 2024 (PPS), issued under the authority of Section 3 of the Planning Act, provides policy direction province-wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment.

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.

City of 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 as 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. Where a Heritage Impact Assessment is required in Schedule 3 of the Official Plan, it will describe and assess the potential impacts and mitigation strategies for the proposed alteration, development or public work.

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 is the official document guiding planning, stewardship and 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

Conservation Strategy

Since April 2022, Heritage Planning staff have worked with the applicant and the heritage consultant to refine the design of the proposed two-storey addition to suit the requirements of the homeowner while sensitively conserving the architectural integrity of the original building and the cultural heritage values and attributes of the property. The conservation strategy involves the retention and rehabilitation of the primary (west) and south elevations of the original two-and-one-half storey house-form structure. Non-original and unsympathetic additions to the house are proposed to be removed, including a single storey addition on the north elevation, the majority of a single storey addition on the east elevation, the porte-cochere, the pool and pool house, and a single storey connector wing.

The gable roof of the heritage house is proposed to be altered as the third-floor shed dormer on the south elevation will be replaced with a turret to match the removed original. The design is proposed to be based on archival photographs, as available. The turret will incorporate a covered balcony, which will offer views of the estate and Lake Ontario. Other removed architectural features, including an entrance portico on the west elevation and a ground floor porch on the south elevation, are proposed to be restored or reinstated to reflect the original design intent of the structure based on archival building records and photographs.

The bays, found on both the first and second storey of the home and which contribute to the irregularity of the building's structural massing, are proposed to be altered. The proposal also includes the removal of a single storey addition adjoining the south-facing facet of the bay window, located on the ground floor of the west elevation. The removal will reinstate the original form of the two-storey bay, visible in archival photographs and evidenced through interior investigation. One bay window on the second floor of the east elevation is proposed to be removed; however, it is not visible from the public realm.

The designation by-law for the property identifies the twenty-five over two pane, double hung sash windows filled with clear leaded glass as heritage attributes; however, all leaded glass windows were removed in the 1990s. While the building features twenty-five over two panel sash windows at select openings (particularly along the west elevation), these are either replacement wood units or later vinyl units and are not original to the house. According to the heritage consultant, the strategy is to replace existing twenty-five over two pane windows with twenty-five over two pane wood sash windows that match the profile of the existing wood units.

The gazebo identified in the designation by-law is no longer extant. The original garage, formerly an accessory structure and heavily modified in 1994, is not identified as a heritage attribute and is proposed to be removed.

Proposed Alteration

The proposed addition, as shown in the architectural drawings prepared by Richard Wengle Architects, dated October 1, 2024, will follow a similar footprint to the existing non-heritage additions and be of contemporary design and materiality. The addition will be clad in wood shingles, with openings containing a mix of window wall and sliding doors at ground level, and picture windows at the second floor. The roofline of the new addition will consist of an asymmetrical arrangement of gabled and cross-gabled rooflines, clad in standing seam metal. A double-height glazed reveal will separate original fabric from new construction at the west elevation. The proposed addition will not impact the view of the heritage house from Fallingbrook Road, Fallingbrook Crescent, and Queen Street East. The northwesternmost Fallingbrook Road frontage will set back further from the street than the existing pool house structure.

An opening for a new picture window on the ground floor of the west elevation of the heritage house is proposed to be created. An existing opening at the southernmost corner of the second floor of the west elevation of the heritage house, currently obstructed, will be re-opened and partially glazed by an arched window, in reference to the existing arched window to the north (not original).

The interiors of the heritage house, which have been stripped down to its wooden framing, will be reconfigured.

CONCLUSION

Heritage Planning staff have no concerns with the application to alter the heritage property at 1 Fallingbrook Road, to allow for the construction of a contemporary addition at the rear (north) and east elevations of the building.

Heritage Planning staff support the proposed conservation strategy and are of the opinion that the proposal has been designed to conserve the cultural heritage value of the property. Given the age of the designation by-law, the changes that have occurred on the property since 1986, and the introduction of provincial criteria in 2006, it is further recommended that an amendment to the designation by-law be brought to Council at an appropriate time in the future.

CONTACT

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SIGNATURE

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ATTACHMENTS

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

LOCATION MAP

ATTACHMENT 1

1 Fallingbrook Road



Figure 1. Location Map showing the property at 1 Fallingbrook Road outlined in red, located on the east side of Fallingbrook Road at the terminus of Queen Street East. This location map is for information purposes only; the exact boundaries of the property are not shown (City of Toronto Mapping).

1 Fallingbrook Road



Figure 1: Aerial photograph showing the property at 1 Fallingbrook Road outlined in red, located on the east side of Fallingbrook Road at the terminus of Queen Street East. This location map is for information purposes only; the exact boundaries of the property are not shown (City of Toronto Mapping).

1 Fallingbrook Road



Figure 3: South elevation of 1 Fallingbrook Road, looking north (ERA Architects Inc.).

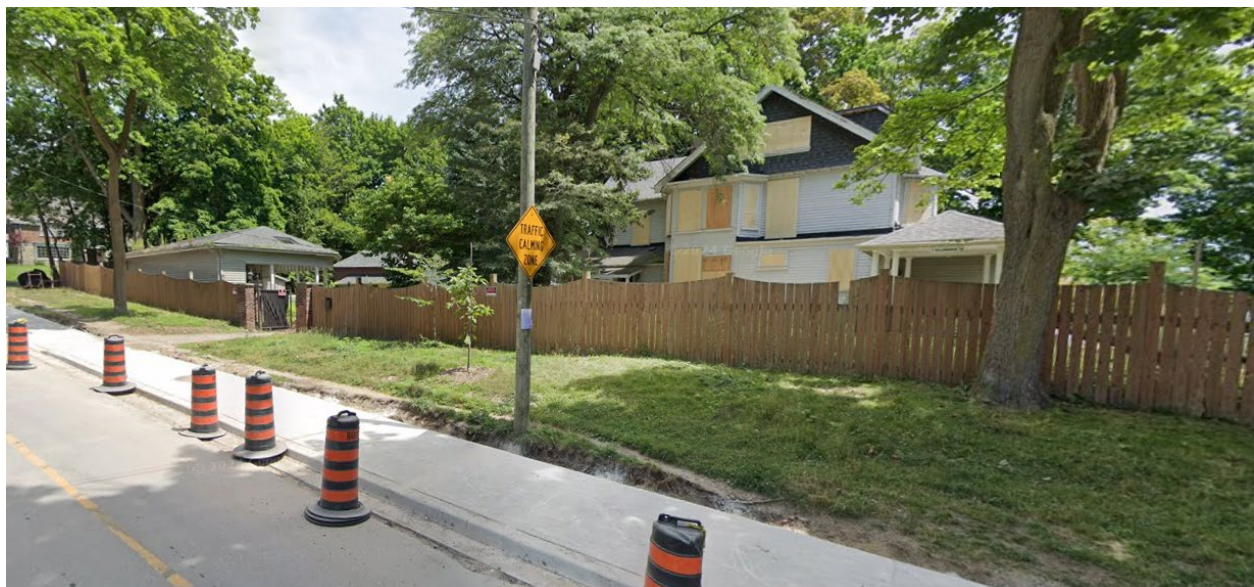


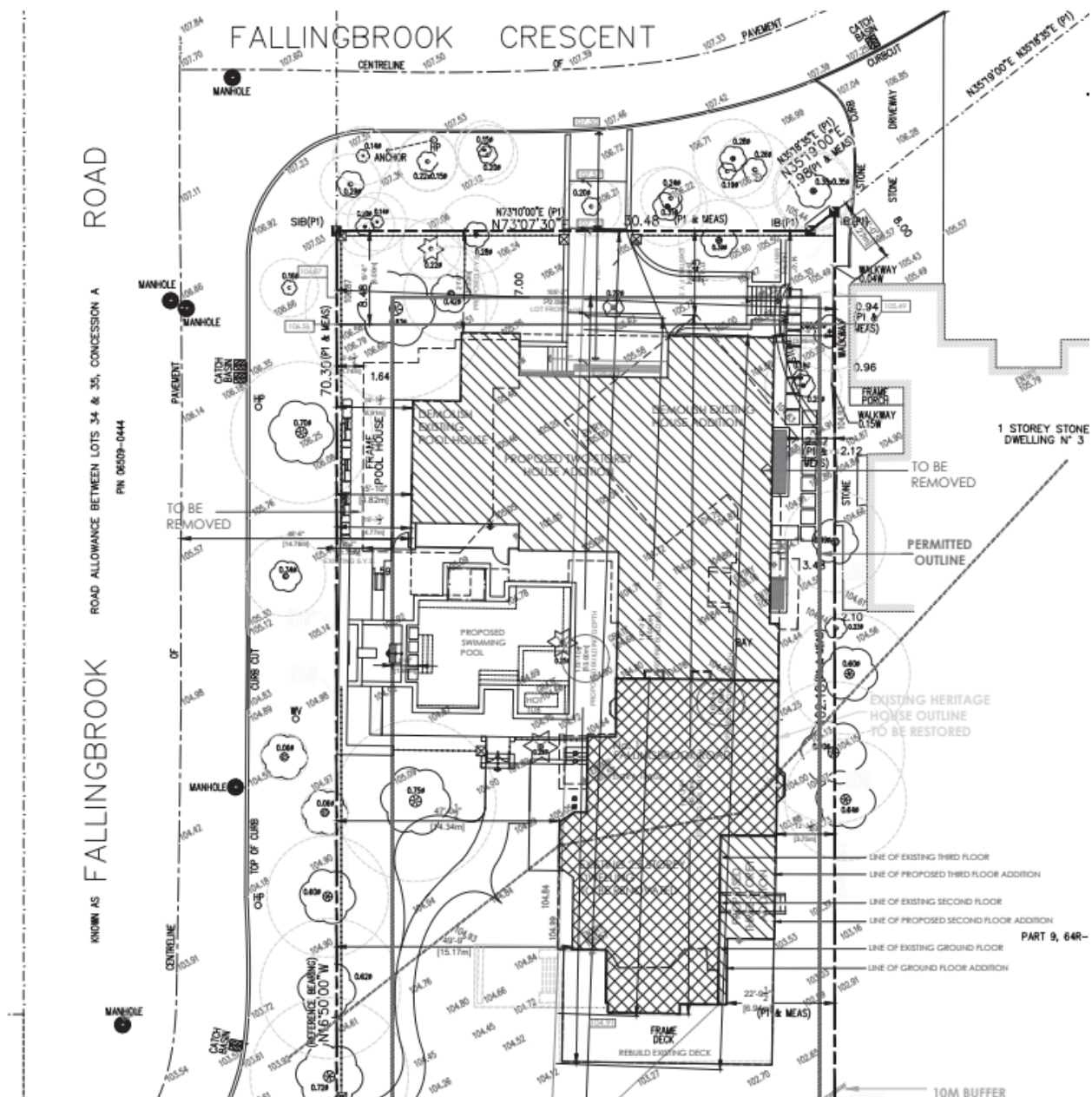
Figure 4: South and west elevations of 1 Fallingbrook Road, looking northeast (Google Maps, 2024).



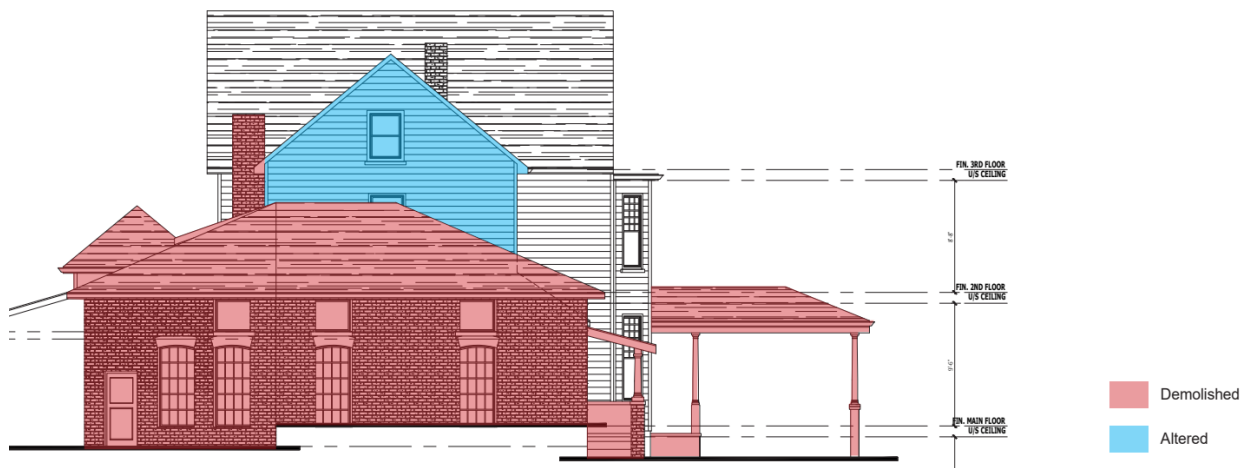
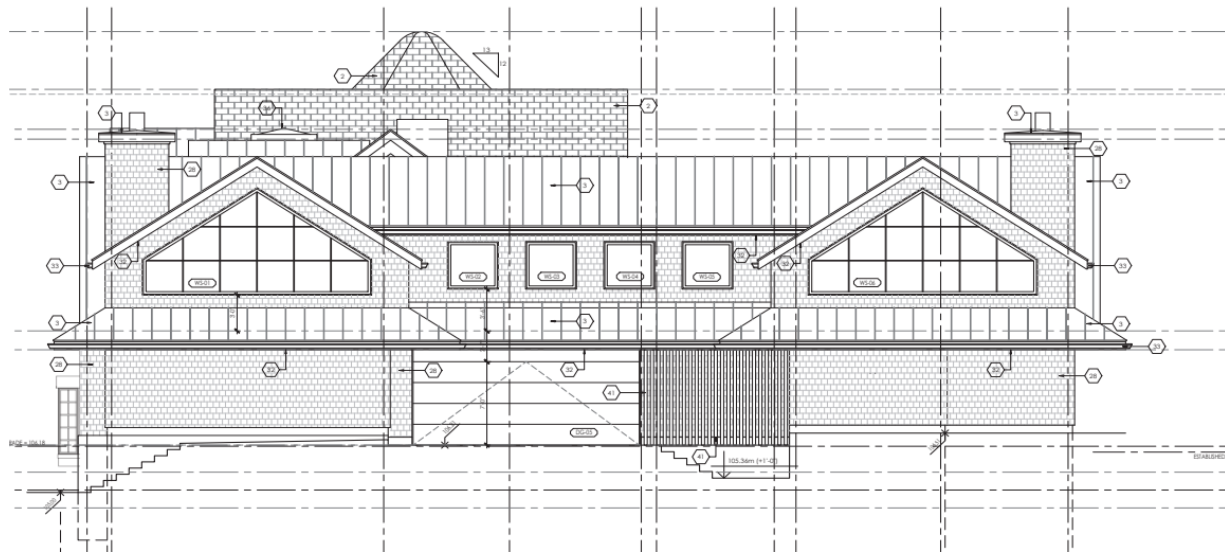
Figure 5: South and east elevations of 1 Fallingbrook Road, looking northwest (ERA Architects Inc.).

1 Fallingbrook Avenue

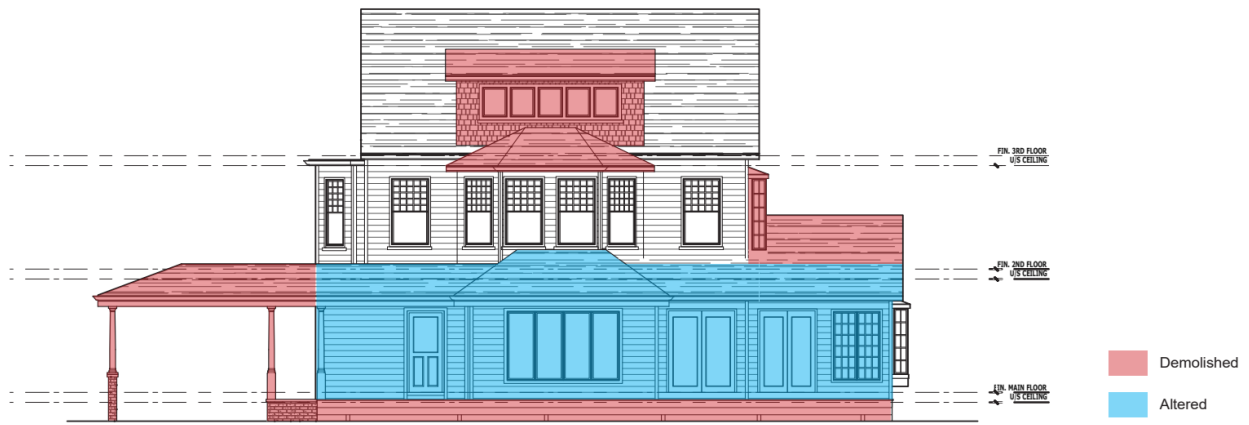
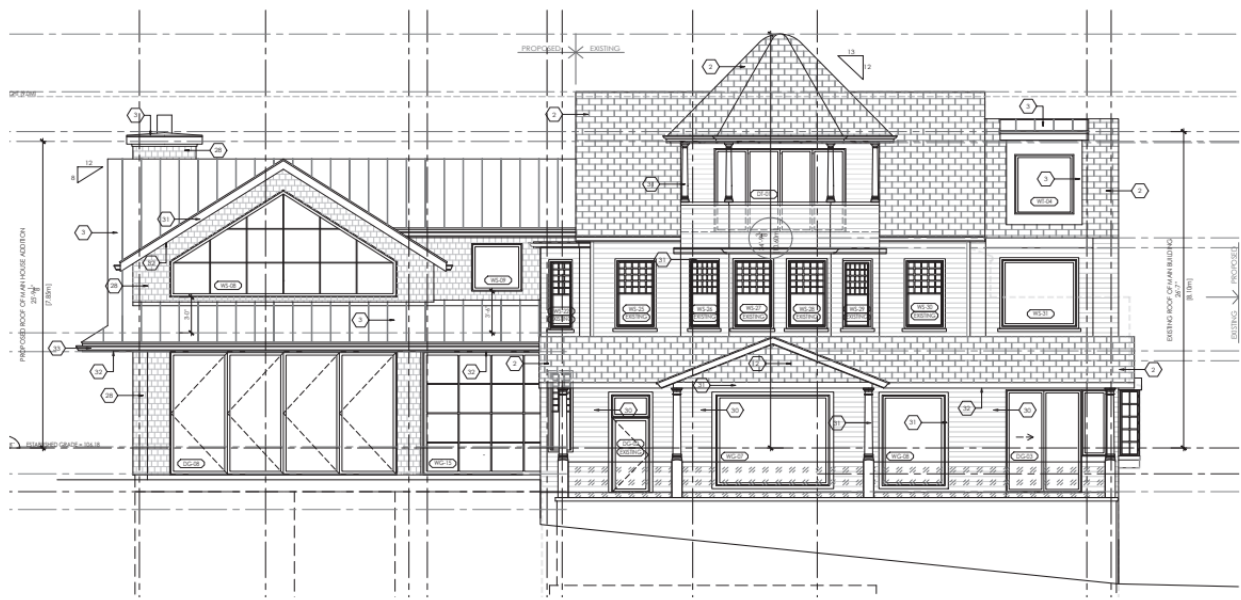
ATTACHMENT 4



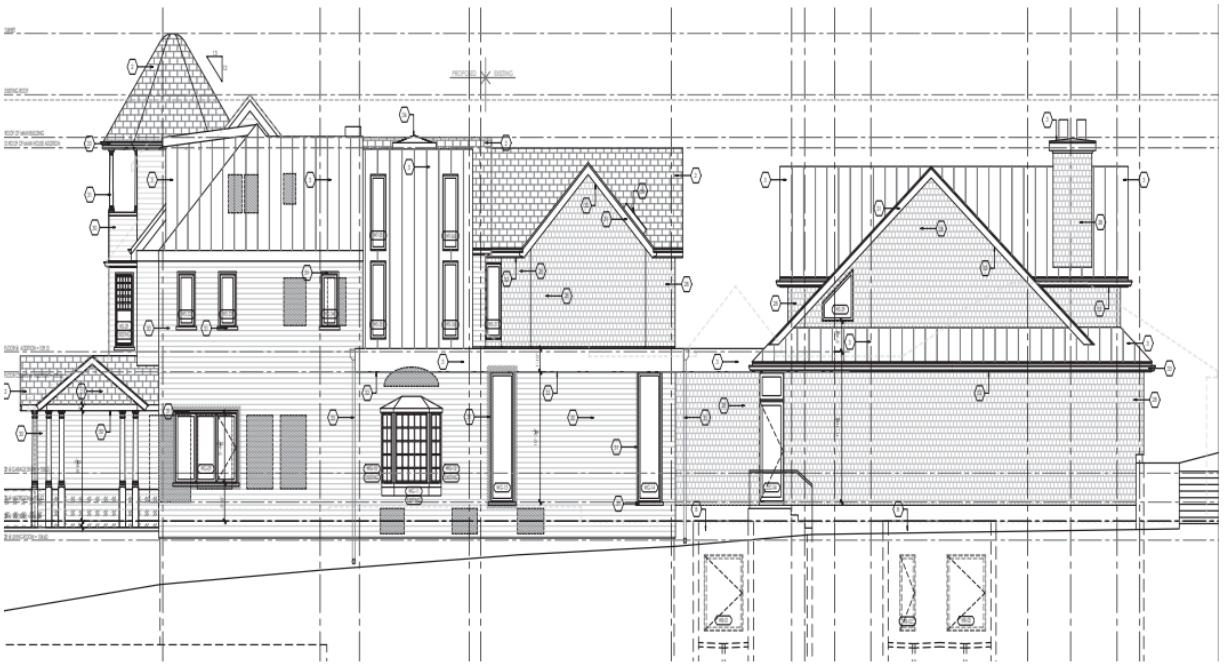
Proposed site plan for 1 Fallingbrook Road included for illustration purposes (Richard Wengle Architects Inc., 2024).



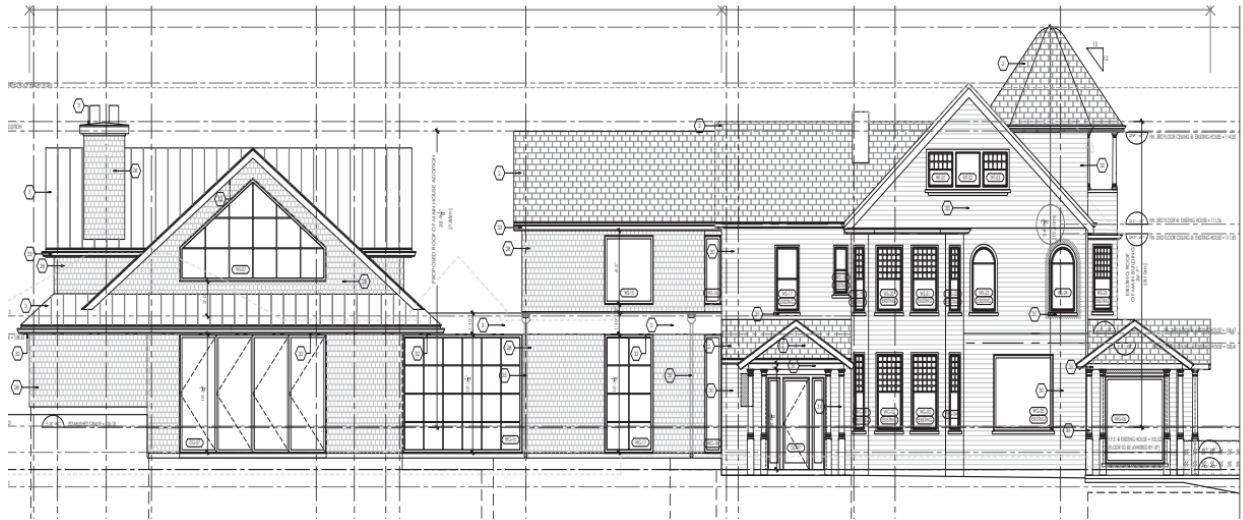
Existing and proposed north elevation of 1 Fallingbrook Road included for illustration purposes (ERA Architects Inc., Richard Wengle Architects Inc., 2024).



Existing and proposed south elevation of 1 Fallingbrook Road included for illustration purposes (ERA Architects Inc., Richard Wengle Architects Inc., 2024)



Existing and proposed east elevation of 1 Fallingbrook Road included for illustration purposes (ERA Architects Inc., Richard Wengle Architects Inc., 2024)



Existing and proposed west elevation of 1 Fallingbrook Road included for illustration purposes (ERA Architects Inc., Richard Wengle Architects Inc., 2024)

