

## **140-150 Borough Drive - Notice of Intention to Designate a Property under Part IV, Section 29 of the Ontario Heritage Act**

**Date:** December 29, 2025

**To:** Toronto Preservation Board

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

**Wards:** Ward 21 - Scarborough Centre

### **SUMMARY**

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This report recommends that City Council state its intention to designate the property at 140-150 Borough Drive under Part IV, Section 29 of the Ontario Heritage Act for its cultural heritage value according to the Statement of Significance, which includes a description of Heritage Attributes found in Attachment 1.

The Scarborough Civic Centre at 140-150 Borough Drive is located on the north side of Borough Drive, northeast of Brimley Road and Ellesmere Road, in the Bendale-Glen Andrew neighbourhood in the Scarborough district of Toronto. A location map and current photograph of the heritage property are found in Attachment 2.

Completed in 1973, the Scarborough Civic Centre was designed by the acclaimed Canadian architect Raymond Moriyama (1929-2023) as a purpose-built shared facility for the former Borough (later City) of Scarborough and the Scarborough Board of Education. Moriyama designed the Scarborough Civic Centre as an opportunity to explore the meaning of democracy at the municipal level through architectural form and its open spaces. Characteristic of Modern Expressionism, the Scarborough Civic Centre exhibits a bold expression of individualism and design concept and is distinct by its geometric shapes and massive forms. Based on a multi-faceted plan, it contains a circular central core and four extending quadrants comprising two half-pyramid-shaped office wings and two open civic spaces, including Albert Campbell Square and the Ceremonial Plaza.

The Scarborough Civic Centre is a landmark. For over 50 years, its monumental scale and distinctive form has defined and contributed to the area's civic character as proposed in the 1968 Scarborough Town Centre Master Plan, establishing a new urban centre and prominent civic space for Scarborough and the City.

Staff have determined that the property at 140-150 Borough Drive has cultural heritage value and meets seven of the Ontario Regulation 9/06 criteria prescribed for municipal

designation under Part IV, Section 29 of the Ontario Heritage Act. A property may be designated under Part IV, Section 29 of the Ontario Heritage Act, if it meets two or more of the nine criteria.

City Council previously adopted a Notice of Intention to Designate the Scarborough Civic Centre on February 15, 2002; however, the designation bylaw was not enacted. The revised Statement of Significance, which includes a description of Heritage Attributes found in Attachment 1, provides a further understanding of the cultural heritage value of the property informed by further research and publications that have shared a deeper appreciation and understanding of the legacy of Raymond Moriyama's body of work in Toronto and across Canada.

The Scarborough Civic Centre is jointly owned by the City of Toronto and the Toronto District School Board. The property line runs north-south along the eastern edge of the northwest quadrant and the Ceremonial Plaza in the southwest quadrant of the site. In preparing this staff report, Heritage Planning consulted with Corporate Real Estate Management (CREM) division and Toronto Lands Corporations, a subsidiary of the Toronto District School Board.

## **RECOMMENDATIONS**

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

1. City Council state its intention to designate the property at 140-150 Borough Drive under Part IV, Section 29 of the Ontario Heritage Act in accordance with the Statement of Significance for 140-150 Borough Drive (Reasons for Designation) attached as Attachment 1 to the report (December 29, 2025) from the Senior Manager, Heritage Planning, Urban Design, City Planning.
2. If there are no objections to the designation, City Council authorize the City Solicitor to introduce the Bill in Council designating the property under Part IV, Section 29 of the Ontario Heritage Act.

## **FINANCIAL IMPACT**

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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

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City Council adopted the Notice of Intention to Designate the property at 140-150 Borough Drive under Part IV of the Ontario Heritage Act on February 15, 2002. However, the designation bylaw was not enacted within the required 30-day period.  
<https://www.toronto.ca/legdocs/2002/agendas/council/cc020213/sc2rpt/cl001.pdf>

In July 2012, City Council adopted the Alteration of a Designated Heritage Property - 140-150 Borough Drive (Scarborough Civic Centre Branch Library).  
<https://secure.toronto.ca/council/agenda-item.do?item=2012.SC17.21>

## POLICY AND REGULATION CONSIDERATIONS

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### Provincial Plans and Policies

The conservation of cultural heritage resources is an integral component of good planning, contributing to a sense of place, economic prosperity, and healthy and equitable communities. Heritage conservation in Ontario is identified as a provincial interest under the Planning Act. <https://www.ontario.ca/laws/statute/90p13>

Further, the policies and definitions of the Provincial Planning Statement (2024) identify the Ontario Heritage Act as the primary legislation through which heritage evaluation and heritage conservation will be implemented.  
[Provincial Planning Statement, 2024 \(ontario.ca\)](#)

Ontario Regulation 9/06 sets out the criteria for evaluating properties to be designated under Part IV, Section 29 of the Ontario Heritage Act. The criteria are based on an evaluation of design/physical value, historical and associative value and contextual value. A property may be designated under Section 29 of the Act if it meets two or more of the provincial criteria for determining whether it is of cultural heritage value or interest.  
<https://www.ontario.ca/laws/regulation/060009>

### Official Plan

The City of Toronto's Official Plan implements the provincial policy regime and provides policies to guide decision making within the City. It contains a number of policies related to properties on the City's Heritage Register and properties adjacent to them, as well as the protection of areas of archaeological potential. The Official Plan should be read as a whole to understand its comprehensive and integrative intent as a policy framework for priority setting and decision making. The Official Plan can be found here:  
<https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

## COMMENTS

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### Evaluation Analysis

The following evaluation analysis is based on the comprehensive research conducted on the property at 140-150 Borough Drive (see Attachment 3) and provides the rationale for the recommendation found in this report.

The property at 140-150 Borough Drive meets the following 7 out of 9 criteria:

**The property has design value or physical value because it is a rare, unique, representative, or early example of a style, type, expression, material or construction method**

The Scarborough Civic Centre is valued as a unique example of Modern Expressionism utilizing structural components in an ornamental manner, extending the modernist vocabulary beyond the glass curtain wall, and exhibiting a bold expression of function, individualism, and structure. Designed in 1969 and completed by 1973, the Scarborough Civic Centre's Modern Expressionist character is evidenced by its dynamic multi-faceted composition, with a circular central core and four extending quadrants, two office wings and two exterior open spaces, massive and distinctive geometric forms, varied use of materials, including white aluminium cladding which has a particular coating designed to reflect light and repel precipitation, dark multi-pane reflective glass in metal framing, and concrete and the application of symbolism to architectural elements and open spaces.

The building's distinct Modern Expressionist character continues into the interior in which its spatial arrangement is organized through shape and volume. The interior is organized around a large, open central atrium, on either side of which are segments of a larger circle. Both contain balconies at each level, marking open-concept offices in the wings that open into and curve around the atrium, allowing for visual continuity from one side of the building to the other at all floor levels and providing an unstructured common or social space conceived to reflect the increased democratization of civic government. The southwest wing steps forward over four cantilevered floors at variable amounts of 6, 11 and 16 feet, while the five-storey northeast wing floor levels step back at 15-foot intervals. At the south end of the central core, the circular "Meeting Hall" (or Council Chamber) is set a half level below grade. The atrium was conceived as interior public space, and the extension of Albert Campbell Square.

Landscape features integral to the overall design include Albert Campbell Square, an open-plan, outdoor civic space, and the landscaped Ceremonial Plaza on the south elevation, as well as an intentional network of pedestrian walkways that surrounds and forms part of the Scarborough Civic Centre site.

**The property has design value or physical value because it displays a high degree of craftsmanship or artistic merit**

The Scarborough Civic Centre further demonstrates a high degree of artistic merit from a collaborative approach with design, art, and landscape architecture, resulting in a monumental complex that is sensitive to the human-scale experience. Its artistic merit also lies in the use of architectural elements and landscape design to express civic participation, government transparency and community ideals in a visible symbolic manner. This is achieved through its multi-faceted composition that uses bold geometric shapes accentuated by open public spaces, public art and art as wayfinding markers, and the organization of the interior through shape, volume, and colour. Involved in the collaborative process was architect Raymond Moriyama, landscape architect Bon Mueller and artist James Sutherland. In 1975, Albert Campbell Square was awarded the Vincent Massey Award for Excellence in the Urban Environment for outstanding achievement for its public space design.

**The property has historical value or associative value because it has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community**

The Scarborough Civic Centre was purpose-built jointly for the Borough of Scarborough and Scarborough Board of Education and was one of the principal components of the original 1968 Scarborough Town Centre Master Plan for a 170-acre superblock, **that** established a new urban centre and anchor for the Borough of Scarborough. The Master Plan intended to establish a new mixed-use urban centre and a focal point for business, cultural, social, recreational and governmental uses. The defining components of the original Master Plan, a private-public venture, included a new Town (commercial) Centre and Civic (municipal) Centre, and the connection between the two through a planned pedestrian walkway. Both the Scarborough Civic Centre and the Town Centre shopping mall opened in 1973.

The Scarborough Civic Centre was designed as public space, intended to foster and strengthen community connection and identity and to support civic engagement.

**The property has historical value or associative value because it demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community**

The Scarborough Civic Centre reflects the work and ideas of the acclaimed Canadian architect Raymond Moriyama (1929-2023) who established an architectural practice in Toronto in 1958 and formed Moriyama & Teshima Architects in 1970. Over his career Raymond Moriyama received numerous awards for his work, including the Order of Canada (1985), the RAIC Gold Medal (1997), the Governor General's Award in Visual and Media Arts (2009), and the Queen Elizabeth Golden Jubilee Medal (2012). He has been described as a leading figure in what has been described as the golden age of Canadian architecture. Moriyama was renowned for his commitment to social inclusion and progress, democracy, civic engagement and a visionary approach to design that recalls these aspirations for civic life. The expressive design of the Scarborough Civic Centre with its combination of distinctive geometric forms, the application of symbolism to the architectural elements, and the organization of the interior are hallmarks of Moriyama's architectural approach.

**The property has contextual value because it is important in defining, maintaining or supporting the character of an area**

The Scarborough Civic Centre at 140-150 Borough Drive is valued for its role in defining, maintaining and supporting the character of the Scarborough civic precinct as an important civic, institutional, cultural, and community hub for the Scarborough district of Toronto. As the seat of local government and space for active citizenship and community gathering, the Scarborough Civic Centre building and open spaces contribute to the civic character of the precinct.

**The property has contextual value because it is physically, historically, and functionally linked to its surroundings**

Constructed in 1973, as the result of urban planning initiatives of the 1960s that envisioned the area as the new vibrant, well-connected and mixed-use urban centre for Scarborough, the property at 140-150 Borough Drive was one of the principal components of the 1968 Scarborough Town Centre Master Plan and was constructed concurrently with the Scarborough Town Centre mall (completed in 1973), designed by Bregman & Hamann Architects to the north of Albert Campbell Square via a planned and existing pedestrian walkway. As one of the first buildings to be constructed in the precinct, the property at 140-150 Borough Drive spurred development interest and growth in the new Town Centre.

To the south of Borough Drive is a designated Natural Area known as the Frank Faubert Wood lot, a prominent forested area and the Hand of God Park, both of which were retained within the design scheme for the Scarborough Civic Centre as a buffer and setting to the subject property.

**The property has contextual value because it is a landmark**

Through its monumental scale and distinctive form, further accentuated by the landscaped open spaces, and as a prominent civic space, the property at 140-150 Borough Drive has been a landmark for over half a century.

See Attachments 1, 2 and 3 of this report for the Statement of Significance, Location Map and Photograph, and Research, Evaluation & Visual Resources pertaining to the property at 140-150 Borough Drive, as all of these documents are integral to the recommendations made in this staff report.

## **CONCLUSION**

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Heritage Planning staff have determined that the Scarborough Civic Centre at 140-150 Borough Drive meets seven out of nine criteria in Ontario Regulation 9/06, the criteria prescribed for municipal designation under Part IV, Section 29 of the Ontario Heritage Act. As such, the property merits designation and staff recommend that Council support the designation of this property to conserve its cultural heritage value.

The Statement of Significance: 140-150 Borough Drive (Reasons for Designation) attached as Attachment 1 to this report comprises the Reasons for Designation, which is the Public Notice of Intention to Designate.

## **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 – Statement of Significance (Reasons for Designation)  
Attachment 2 – Location Map and Current Photograph  
Attachment 3 – Research, Evaluation & Visual Resources

**140-150 BOROUGH DRIVE**  
**SCARBOROUGH CIVIC CENTRE**  
**STATEMENT OF SIGNIFICANCE**  
**(REASONS FOR DESIGNATION)**

**ATTACHMENT 1**

The property at 140-150 Borough Drive is worthy of designation under Part IV, Section 29 of the Ontario Heritage Act for its cultural heritage value and meets Regulation 9/06, the provincial criteria prescribed for municipal designation.

**Description**

Located on the north side of Borough Drive, northeast of Brimley Road and Ellesmere Road in the Scarborough district of Toronto, the property at 140-150 Borough Drive contains the Scarborough Civic Centre. Completed in 1973 as a purpose-built shared facility, it features a striking multi-faceted composition comprised of a circular central core with four extending quadrant, two massive half-pyramid forms and two open civic spaces. A network of planned and existing pedestrian walkways encircles the Scarborough Civic Centre and connects it to its pedestrian context and to the nearby collection of residential and office buildings. To the east of the southeast quadrant is a building serving as the Toronto Public Health - Scarborough Clinic (1973), which is connected to the Civic Centre by a covered walkway. The Scarborough Clinic was part of the linear expansion system and sympathetic in design and materials with the main building.

The art created for the Scarborough Civic Centre is by James Sutherland, including the public art piece entitled *21 Points in Equilibrium* (1973) and nine acrylic-on-canvas graphic artworks (1973) intended as wayfinding markers for the various municipal departments.

In the mid-1990s Albert Campbell Square was modified to allow for public accessibility and safety improvements and the addition of an outdoor stage, which are all complementary in design to the original design intent. Immediately south of the southeast quadrant is the Scarborough Centre Branch Public Library completed in 2015 and the Civic Green landscape, which provides a fully accessible connection to the Scarborough Civic Centre from Borough Drive.

In 1975, Albert Campbell Square was awarded the Vincent Massey Award for Excellence in the Urban Environment for outstanding achievement for its public space design.

**Statement of Cultural Heritage Value**

**Design and Physical Value**

The Scarborough Civic Centre is valued as a unique example of Modern Expressionism utilizing structural components in an ornamental manner, extending the modernist vocabulary beyond the glass curtain wall, and exhibiting a bold expression of function,



individualism and structure. Designed in 1969, and completed by 1973, the Scarborough Civic Centre's Modern Expressionist character is evidenced by its dynamic multi-faceted composition with a circular central core and four extending quadrants, two office wings and two exterior open spaces, massive and distinctive geometric forms, varied use of materials, including white aluminium cladding which has a particular coating designed to reflect light and repel precipitation, dark multi-pane reflective glass in metal framing and concrete, and the application of symbolism to architectural elements and open spaces.

The building's distinct Modern Expressionist character continues into the interior in which its spatial arrangement is organized through shape and volume. The interior is arranged around a large, open central atrium, on either side of which are segments of a larger circle. Both contain balconies at each level, marking open-concept offices in the wings that open into and curve around the atrium, allowing for visual continuity from one side of the building to the other at all floor levels and providing an unstructured common or social space conceived to reflect the increased democratization of civic government. The southwest wing steps forward over four cantilevered floors at variable amounts of 6, 11 and 16 feet, while the five-storey northeast wing floor levels step back at 15-foot intervals. At the south end of the central core the circular "Meeting Hall" (or Council Chamber) is set a half level below grade. The atrium was conceived as interior public space and the extension of Albert Campbell Square.

Landscape features integral to the overall design include Albert Campbell Square, an open-plan, outdoor civic space, and the landscaped Ceremonial Plaza on the south elevation, as well as an intentional network of pedestrian walkways that surrounds and forms part of the Scarborough Civic Centre site.

The Scarborough Civic Centre further demonstrates a high degree of artistic merit through a collaborative approach with design, art, and landscape architecture which results in a monumental complex that is sensitive to the human-scale experience. Its artistic merit also lies in the use of architectural elements and landscape design to express civic participation, government transparency and community ideals in a visible symbolic manner. This is achieved through its multi-faceted composition that uses bold geometric shapes, accentuated by open public spaces, public art and art as wayfinding markers, and the organization of the interior through shape, volume, and colour. Involved in the collaborative process was architect Raymond Moriyama, landscape architect Bon Mueller and artist James Sutherland. In 1975, Albert Campbell Square was awarded the Vincent Massey Award for Excellence in the Urban Environment for outstanding achievement for its public space design.

## **Historical/Associative Value**

The Scarborough Civic Centre was purpose-built jointly for the Borough of Scarborough and Scarborough Board of Education and was one of the principal components of the original 1968 Scarborough Town Centre Master Plan for a 170-acre superblock that established a new urban centre and anchor for the Borough of Scarborough. The Master Plan intended to establish a new mixed-use urban centre and a focal point for business, cultural, social, recreational and governmental uses. The defining components of the original Master Plan, a private-public venture, included a new Town

(commercial) Centre and Civic (municipal) Centre, and the connection between the two through a planned pedestrian walkway. Both the Scarborough Civic Centre and the Scarborough Town Centre shopping mall opened in 1973.

The Scarborough Civic Centre was also designed as public space, intended to foster and strengthen community connection and identity, and to support civic engagement. The Scarborough Civic Centre reflects the work and ideas of the acclaimed Canadian architect Raymond Moriyama (1929-2023) who established an architectural practice in Toronto in 1958 and formed Moriyama & Teshima Architects in 1970. Raymond Moriyama received numerous awards for his work including the Order of Canada (1985), the RAIC Gold Medal (1997), the Governor General's Award in Visual and Media Arts (2009), and the Queen Elizabeth Golden Jubilee Medal (2012). He has been described as a leading figure in what has been termed the golden age of Canadian architecture. Moriyama was renowned for his commitment to social inclusion and progress, democracy and civic engagement, and a visionary approach to design that recalls these aspirations for civic life. The expressive design of the Scarborough Civic Centre, with its combination of distinctive geometric forms, the application of symbolism to the architectural elements and the organization of the interior, are hallmarks of Moriyama's architectural approach.

## **Contextual Value**

The Scarborough Civic Centre at 140-150 Borough Drive is valued for its role in defining, maintaining and supporting the character of the Scarborough civic precinct as an important civic, institutional, cultural, and community hub for the Scarborough district of Toronto. As the seat of local government and space for active citizenship and community gathering, the Scarborough Civic Centre building and open spaces contribute to the civic character of the precinct.

Constructed in 1973, as the result of urban planning initiatives of the 1960s that envisioned the area as the new vibrant, well-connected, and mixed-use urban centre for Scarborough, the property at 140-150 Borough Drive was one of the principal components of the 1968 Scarborough Town Centre Master Plan and was constructed concurrently with the Scarborough Town Centre mall (completed in 1973) designed by Bregman & Hamann Architects to the north of Albert Campbell Square via a planned and existing pedestrian walkway. As one of the first buildings to be constructed in the precinct, the property at 140-150 Borough Drive spurred development interest and growth in the new Town Centre.

To the south of Borough Drive is a designated Natural Area known as the Frank Faubert Wood lot, a prominent forested area and the Hand of God Park, both of which were retained within the design scheme for the Scarborough Civic Centre to provide a buffer and setting for the subject property.

Through its monumental scale and distinctive form, further accentuated by the landscaped open spaces and as a prominent civic space, the property at 140-150 Borough Drive has been a landmark for over half a century.

## **Heritage Attributes**

### **Design and Physical Value**

The following heritage attributes contribute to the cultural heritage value of the subject property as being a unique example of Modern Expressionism with a high degree of artistic merit:

#### **Exterior**

- The spatial configuration of the property with its multi-faceted plan that includes a circular central core with two half-pyramid shaped office wings on the northwest and southeast quadrants and two wedge-shaped outdoor open spaces on the northeast and southwest quadrants
- The scale, form, and massing of the main building with a 4-storey northwest wing, 5-storey southeast wing, and 5-storey central core with two enclosed concrete elevator towers and two concrete columns flanking the entrances from Albert Campbell Square and the Ceremonial Plaza
- The materiality, including concrete, white aluminum cladding with a fluorocarbon finish, dark reflective glazing set in dark metal framing, and polished metal
- All the existing window arrangements and dark glazing found throughout the building
- The circular window opening on the southeast wing fronting Albert Campbell Square
- The concrete cantilevered canopies above the entrances to the building from Albert Campbell Square and the Ceremonial Plaza
- The bronze plaque from the Massey Foundation on the southeast wing facing Albert Campbell Square

#### **Interior**

- The full-height open volume of the interior space with unobstructed views of the tiered balconies, their staircases, and open plan at each level
- The wide pebbled concrete stairways providing access between the first and second levels
- The stepped, sunken circular areas at the southeast of the central space
- The interior pond
- The white-on-white colour scheme of the interior space and the polished concrete flooring
- The circular pattern of the ceiling with inset lighting

### **Landscape and Circulation Features**

#### **Albert Campbell Square**

- The open public space of the square with its sunken plaza and surrounding concrete steps
- The rectangular reflecting pond (also known as the skating rink) with a chamfered edge and waterfall feature, accessed by concrete steps to the south and west and its concrete retaining wall to the north
- The grove of trees to its east with original Wiarton tiles
- The campanile in polished metal with three circular voids in Albert Campbell Square

### **Landscaped Ceremonial Plaza**

- The open landscaped green space and the slight rise in topography
- The original pathway adjoining the east parking lot, a circular concrete plaza with built-in concrete seating, and grove of trees to the west

### **Pathways and Walkways**

- The network of pathways, including the pathway connecting Albert Campbell Square north to the commercial centre
- The circumferential walkway around the Civic Centre building

### **Historical and Associative Value**

The following heritage attributes contribute to the cultural heritage value of the subject property as being directly associated with the original 1968 Scarborough Town Centre Master Plan:

- The setback, placement and orientation of the property in relation to Borough Drive (a ring road), and the Town Centre shopping mall to the north
- The spatial configuration and interrelationship of the Civic Centre with its outdoor open spaces (Albert Campbell Square and Ceremonial Plaza) to the other main components of the Master Plan (Town Centre mall, ring road, pedestrian walkway)

Attributes that contribute to the cultural heritage value of the subject property as being demonstrative of the work of Raymond Moriyama:

- The prominent structure with a multi-faceted plan with a circular central core and four extending quadrants, including two massive office wings and two open spaces
- The design elements including the application of symbolism to architectural elements such as the circular window opening on the southeast wing, the distinctive half-pyramid shaped office wings, the organization of the interior through shape and volume, including open unobstructed spaces

### **Contextual Value**

The following heritage attributes contribute to the cultural heritage value of the subject property as supporting and maintaining the character of the area and as being historically linked to its surroundings:

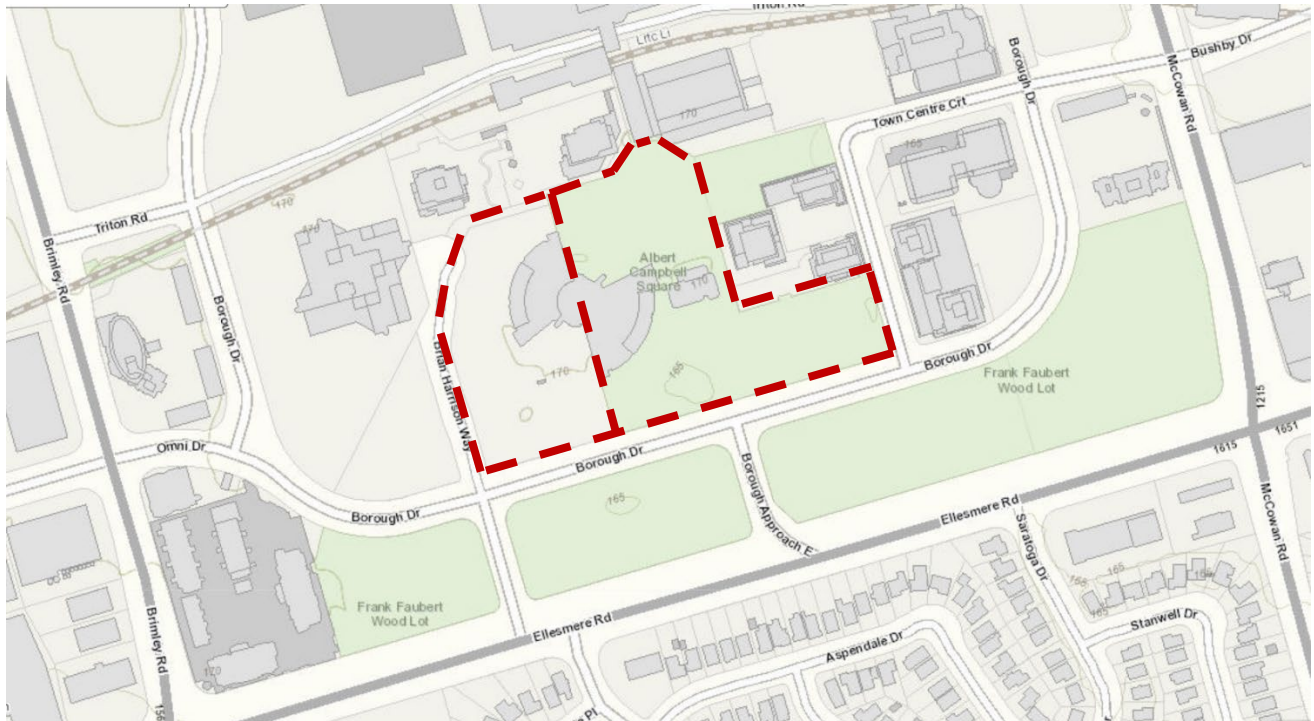
- The placement and orientation of the property on the north side of Borough Drive, east of Brimley Road
- The spatial configuration and interrelationship of the Civic Centre with its outdoor open spaces (Albert Campbell Square and Ceremonial Plaza) and to the other main component of the Master Plan, the Town Centre Mall to the north, connected by a planned and existing pedestrian walkway
- The monumental scale and form of the prominent structure with its multi-faceted plan with a circular central core and four extending quadrants - two massive half-pyramid shaped office wings and two open spaces

The following heritage attributes contribute to the cultural heritage value of the subject property as a landmark:

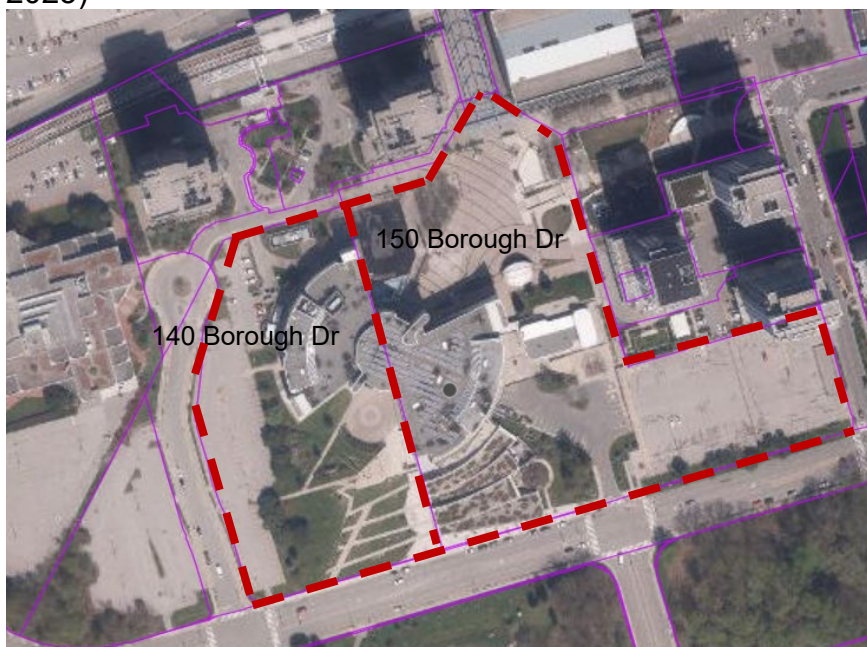
- The Civic Centre building and its outdoor open spaces. Through its orientation and location within the Civic District, the prominence of the building with the monumental scale and form of the two half-pyramid shaped wings, is accentuated by and made visible from its open landscaped spaces, Albert Campbell Square and the Ceremonial Plaza with Civic Green

**NOTE:** The Bandshell in Albert Campbell Square (c.1995), the Public Health Building (1973), the Scarborough Civic Centre Branch Public Library (2015), the Civic Green landscape (2015), and all vehicular parking areas are not considered to be heritage attributes.

## 140-150 Borough Drive



This location map is for information purposes only; the exact boundaries of the property is not shown. The Scarborough Civic Centre property at 140-150 Borough Drive, including Albert Campbell Square, is indicated by the red dashed lines. The map is oriented to the north. (City of Toronto iView mapping; annotated by Heritage Planning, 2025)



The Scarborough Civic Centre comprises two property parcels: 150 Borough Drive is owned by the City of Toronto and 140 Borough Drive is owned by the Toronto District School Board. (iView Mapping; annotated by Heritage Planning, 2025)



**RESEARCH, EVALUATION &  
VISUAL RESOURCES  
140-150 Borough Drive**

**ATTACHMENT 3**

In undertaking this research and evaluation, we recognize that the area now known as the City of Toronto is the traditional territory of many nations including the Mississaugas of the Credit, the Anishnabeg, the Chippewa, the Haudenosaunee and the Wendat peoples, and is now home to many diverse First Nations, Inuit and Métis peoples. Toronto is covered by Treaty 13 signed with the Mississaugas of the Credit (1805), and the Williams Treaties (1923) signed with multiple Mississaugas and Chippewa bands.



Figure 1: Scarborough Civic Centre (Moriyama Teshima Architects, n.d.)

**1. DESCRIPTION**

140-150 Borough Drive (SCARBOROUGH CIVIC CENTRE)	
ADDRESS	140-150 Borough Drive
WARD	Ward 21 - Scarborough Centre
NEIGHBOURHOOD/COMMUNITY	Bendale-Gale Andrew
CONSTRUCTION DATE	Completed 1973
ORIGINAL USE	Government/Institutional
CURRENT USE* (*This does not refer to permitted use(s) as defined by the Zoning By-law	Government/Institutional
ARCHITECT/BUILDER/DESIGNER	Raymond Moriyama, Architects and Planners (Founding partner of Moriyama & Teshima Architects)
ADDITIONS/ALTERATIONS	The Scarborough Civic Centre Branch Library addition was completed in 2015;

	The Ceremonial Plaza was altered in 2015 to include the Civic Green to provide full accessibility
LISTING DATE	Part IV Designation under the OHA in 2002

## 2. ONTARIO REGULATION 9/06 CHECKLIST:

### CRITERIA FOR DETERMINING CULTURAL HERITAGE VALUE OR INTEREST

The following checklist identifies the prescribed criteria met by the subject property at 140-150 Borough Drive for municipal designation under Part IV, Section 29 of the Ontario Heritage Act. There are a total of nine criteria under O. Reg 9/06. A property may be designated under Section 29 of the Ontario Heritage Act if the property meets two or more of the provincial criteria for determining whether it is of cultural heritage value or interest.

The evaluation table is marked "N/A" if the criterion is "not applicable" to the property or "✓" if it is applicable to the property.

#### 140-150 Borough Drive (The Scarborough Civic Centre)

1.	The property has design value or physical value because it is a rare, unique, representative or early example of a style, type, expression, material or construction method.	✓
2.	The property has design value or physical value because it displays a high degree of craftsmanship or artistic merit.	✓
3.	The property has design value or physical value because it demonstrates a high degree of technical or scientific achievement.	N/A
4.	The property has historical value or associative value because it has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community.	✓
5.	The property has historical value or associative value because it yields, or has the potential to yield, information that contributes to an understanding of a community or culture.	N/A
6.	The property has historical value or associative value because it demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.	✓
7.	The property has contextual value because it is important in defining, maintaining or supporting the character of an area.	✓
8.	The property has contextual value because it is physically, functionally, visually or historically linked to its surroundings.	✓
9.	The property has contextual value because it is a landmark.	✓



### 3. RESEARCH

This section of the report describes the history, architecture and context of the property. Visual resources related to the research are located in Section 4. Archival and contemporary sources for the research are found in Section 5 (List of Sources).

#### INDIGENOUS COMMUNITIES

For time immemorial, Toronto has been home to Indigenous peoples. Ojibway oral histories speak of Ice People, who lived at a time when ice covered the land.<sup>1</sup> Following the retreat of glaciers approximately 13,000 years ago, small groups of Indigenous peoples moved from place to place, hunting and gathering the food they needed according to the seasons. Over millennia, they adapted to dramatically changing environmental conditions, developing and acquiring new technologies as they did so. Waterways and the lake were vital sources of fresh water and nourishment, and shorelines and nearby areas were important sites for gathering, trading, hunting, fishing, and ceremonies. Long-distance trade moved valuable resources across the land.

After maize and squash were introduced to Southern Ontario, by approximately 500 CE, horticulture began to supplement food sources. By 1300 CE, villages focused on growing food became year-round settlements surrounded by crops. These villages were home to ancestors of the Huron-Wendat Nation, who would continue to occupy increasingly larger villages in the Toronto area and beyond. These villages were connected to well-established travel routes which were part of local and long-distance trail networks, including the Carrying Place trails on the Don, Rouge and Humber rivers that connected Lake Ontario to Georgian Bay. Beads made from seashells from the eastern seaboard were found at the Alexandra site in North York, which was a community of 800-1000 people in approximately 1350.

By 1600, the Wendat had formed a confederation of individual nations, and had concentrated most of their villages away from Lake Ontario, in the Georgian Bay area. Following contact with French explorers and missionaries in Southern Ontario in the early 1600s, European diseases decimated First Nations. Competition for furs to trade with Europeans and the desire to replenish numbers through absorption of captives, among other factors<sup>2</sup>, contributed to the Beaver Wars, which after 1640, saw the Haudenosaunee Confederacy expand into Southern Ontario, dispersing the Wendat. Within the boundaries of today's Toronto, the Haudenosaunee Confederacy then occupied villages on the Carrying Place trails on the Humber and Rouge Rivers from approximately the 1660s to the 1680s. In the late 1680s, the Haudenosaunee Confederacy chose to leave their village in the Toronto area and returned to their homelands in upstate New York. As evidenced by the 1701 Great Peace of Montreal, the 1701 Nanfan Treaty, and the Dish with One Spoon Treaty, the Haudenosaunee continued to have an interest in the resources of the area.

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1 With thanks to Philip Cote for the reference to Benton-Banai, Edward, *The Mishomis book: The voice of the Ojibway* (Indian Country Press, 1985), p. 26.

2 <https://histindigenouspeoples.pressbooks.tru.ca/chapter/chapter-5-colonial-wars-looking-east>; Gary Warrick, "The Aboriginal Population of Ontario in Late Pre-history," in Munson and Jamieson, eds., *Before Ontario: The Archaeology of a Province* (McGill-Queen's University Press, 2013), p. 72.

Anishinaabe people from the Lake Superior region then moved into the Toronto area. While the Wendat and Haudenosaunee people lived in year-round villages surrounded by crops, the Anishinaabe people continued to live primarily by seasonally moving across the land to hunt, fish and gather resources that were available at a specific time, including migrating birds and maple syrup. To the west of Toronto, the Anishinaabe people became known as the Mississaugas of the Credit. To the east, they became known as the Chippewas of Beausoleil, Georgina Island and Rama and the Mississaugas of Alderville, Curve Lake, Hiawatha, Scugog Island.<sup>3</sup>

In 1787, as the British began to prepare for an influx of colonists into the area following the American Revolution, the British Crown negotiated the Toronto Purchase with the Mississaugas of the Credit First Nation to obtain title to the land. The flawed and poorly documented agreement was invalidated, and Treaty 13 was negotiated in 1805 for lands now including much of the City of Toronto. In 1923, the Governments of Ontario and Canada signed the Williams Treaties for over 20,000 km<sup>2</sup>, including portions of eastern Toronto, with seven First Nations of the Chippewa of Lake Simcoe (Beausoleil, Georgina Island and Rama) and the Mississauga of the north shore of Lake Ontario (Alderville, Curve Lake, Hiawatha and Scugog Island).

The Mississaugas, Chippewa, the Haudenosaunee, or the Wendat did not traditionally regard land as a commodity to be sold. Following the Toronto Purchase, the British government quickly set out to survey the land into lots which were either sold or granted into private ownership of settlers. In 2010, the Government of Canada settled the Toronto Purchase Claim with the Mississaugas of the Credit after agreeing that the Mississaugas were originally unfairly compensated. In 2018, the Williams Treaties First Nations settled litigation about land surrenders and harvesting rights with the Governments of Canada and Ontario.

The City of Toronto remains the traditional territory of many nations including the Mississaugas of the Credit, the Anishnabeg, the Chippewa, the Haudenosaunee and the Wendat peoples and is now home to many diverse First Nations, Inuit and Métis peoples. Toronto is also covered by Treaty 13 signed with the Mississaugas of the Credit, and the Williams Treaties signed with seven Mississaugas and Chippewa First Nations.

## **i. HISTORICAL INFORMATION**

The following section outlines the history and facts related to the properties which are the basis for determining historical or associative value of Criteria 4, 5 or 6 according to O. Reg. 9/06 Criteria.

### **Scarborough**

The Scarborough Civic Centre is located at 140-150 Borough Drive in the former municipality of Scarborough, Ontario. Scarborough was incorporated as a township in 1850 and as a city in 1983. However, in 1997, under the provincial leadership of the

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<sup>3</sup> Mississaugas of the Credit, "The History of Mississaugas of the New Credit First Nation." n.d.

Progressive Conservative Premier Mike Harris, it was one of six smaller municipalities, along with Etobicoke, York, East York, North York and Metropolitan Toronto, to be amalgamated to form the City of Toronto as a single municipality or megacity with the aim of streamlining government and cutting costs. The Scarborough Civic Centre was opened in 1973 to house the municipal offices of the Borough of Scarborough and the offices of the Scarborough Board of Education during a period of the Borough's rapid urbanization.

## **Early Settlement <sup>4</sup>**

European settlement in the area began in 1791, and by 1793, the name "Scarborough" was given to the new township by Elizabeth Simcoe, the wife of the first Lieutenant Governor of Upper Canada, as the dramatic cliffs overlooking Lake Ontario reminded her of the chalky cliffs of the seacoast of Scarborough, England. Scarborough was initially surveyed and subdivided in 1796 with a series of concession roads, approximately two kilometres apart, running east-west, and side roads running perpendicular to the concession roads that were approximately 1,200 metres apart. The land between the concession roads was subdivided into long, narrow, 200-acre lots.

While the poor condition of roads resulted in the initial slow European settlement of Scarborough, by the 1820s to 1840s immigration from Ireland and Scotland contributed to its growth. By 1850, Scarborough was a prosperous farming community of 3,800 inhabitants, and the township was incorporated with a local municipal Council in that same year. From the 1940s onwards, it experienced significant industrial growth starting with the GEICO munitions plant built in 1941 on former farmland south of Eglinton Avenue. In the second half of the 20th century, Scarborough's proximity to Toronto resulted in the replacement of farms with suburban residential developments as well as the growth of industrial and commercial facilities.

## **Planning and Growth**

In the postwar period, the Township of Scarborough, as did the smaller municipalities adjoining Toronto, quickly transformed from a largely rural, agricultural area into a rapidly growing urban one. Direction on how and where the city would accommodate growth and manage development pressure would eventually be through a binding official plan, but until then, land use planning in Scarborough was largely unfettered.<sup>5</sup> The enactment of the Planning Act in Ontario in 1946 gave municipalities the power to create binding official plans for their jurisdictions, but it was only in 1957, when local council reluctantly adopted the first Township of Scarborough Official Plan.

The 1957 Official Plan designated numerous areas across Scarborough for industrial uses in areas that were in proximity to "good transportation facilities and an adequate labour force". Also in the 1950s, a section of Eglinton Avenue became famously known

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<sup>4</sup> The information for the subsections comprising the historical background was partly summarized from (unless indicated otherwise) the 'Scarborough Centre Historic Context Statement' completed in 2021 by Heritage Planning, City of Toronto as part of the Scarborough Centre Secondary Plan Review.

<sup>5</sup> Richard White, *Planning Toronto: the planners, the plans, their legacies 1040-1980*. Vancouver: UBC Press, p. 68-69

as Scarborough's "Golden Mile of Industry", which was both a hub of large-scale manufacturing and a symbol of Scarborough's postwar prosperity. As reported at the time, the postwar urbanization of Scarborough was shaped by new ideas of city building - ideas which included the spatial separation of land uses, the introduction of rational transportation planning, and the idea of the neighbourhood unit as the organizing logic with residential communities bound together by public schools, parks and business sub-centres, which gave shape to a suburban landscape.<sup>6</sup>

### **Site History: Scarborough Civic Centre**

A clear sign of its rapid urbanization, the Township of Scarborough became the Borough of Scarborough in 1966. Two years later, the new Borough government amended the Borough's Official Plan to designate approximately 170 acres of land in the Progress Avenue Industrial District for "Town Centre Uses" (Figure 1). These were defined as "land uses appropriate to a major business sub-centre within Metropolitan Toronto which would eventually become the central area for the Borough – a focal point for business, cultural, social, recreational and governmental uses." The intent was to create both a new Town (commercial) and Civic (municipal) Centre as an important commercial, cultural, and institutional hub for Scarborough. Prior to the construction of the new Scarborough Town and Civic Centre, the Borough of Scarborough's municipal offices were located along the "Golden Mile" section of Eglinton Avenue. Former Scarborough Mayor Paul Cosgrove told the Toronto Star that the Borough was likely the only municipality in the world with its offices "squeezed in between a fish-and-chips stand and a used car lot."<sup>7</sup>

The Scarborough Town Centre Master Plan's development involved a joint venture between the private sector (the developer, Triton Centres Limited<sup>8</sup>) and the Borough for land that was also in the geographic centre of Scarborough. Scarborough Council approved the plan and amended the lands' zoning designation to "Town Centre Uses". The Province approved on the condition that the land be available for both municipal and Board of Education offices. Triton Centres Ltd. transferred 8.4 acres to the municipality, which then purchased an additional 5 acres.<sup>9</sup> Bregman & Hamann Architects drafted the original plans for the Town Centre (commercial) district, which envisioned a "Y"-shaped shopping centre, connected to a Civic Centre (yet unrealized), and a town square (Figure 2). Initially, plans for the Scarborough Civic Centre and Square included municipal offices, administrative headquarters for the school board, an art gallery, auditorium, theatres, office buildings, a hotel, and a recreation centre. By 1971, the ring road (i.e. Borough Drive/Progress Avenue) had been planned (Figure 3). Combined, the Town Centre and Civic Centre components of the Scarborough Town

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6 Terrance Belford, "Scarborough called Metro's last development frontier," Globe and Mail, March 24, 1972, p. B7

7 Janice Dineen, "Mayor fights uphill battle against Scarborough's neon jungle," Toronto Star, July 16, 1973, p. 25

8 Triton Centres Ltd was the development arm of Trizec Corporation and also developed Yorkdale shopping mall which opened in 1964.

9 "Scarborough Needs a Civic Centre", online exhibit, City of Toronto. <https://www.toronto.ca/explore-enjoy/history-art-culture/online-exhibits/web-exhibits/web-exhibits-local-government/albert-campbells-dream-a-new-scarborough-civic-centre/s Scarborough-needs-a-civic-centre/>

Centre Master Plan also constitutes as an example of a mid-twentieth century "superblock", a modernist urban planning approach aimed at creating larger, more unified urban blocks without the traditional street grid, theoretically creating more walkable or pedestrian-friendly urban environments, although in this case, it was situated within a larger and dominant car-oriented one.

The Scarborough Civic Centre and Albert Campbell Square, and connected by a pedestrian walkway to the north, the Scarborough Town Centre were completed in 1973. While the Scarborough Town Centre shopping mall was designed by Bregman & Hamann Architects, the Scarborough Civic Centre and Square were designed in 1969 by Raymond Moriyama, at the time, a rising Canadian star architect who had recently designed the Ontario Science Centre to great acclaim (1964; opened in 1969). Moriyama had been approached by the municipality in 1968, and in 1969 was appointed to undertake a number of feasibility studies to determine land and building requirements for both the Borough and the Board of Education.<sup>10</sup> In July 1969, Moriyama submitted a Feasibility Study and Master Development Plan for the proposed co-shared facility, and in order to determine land requirements and the feasibility of the project, it also included a conceptual building design. While the intent of the building programme was to house municipal and educational offices, Moriyama also identified broader social, planning, and architectural objectives.<sup>11</sup> For him, there was a symbolic purpose for the Civic Centre: he envisioned the new co-shared public building and civic square as the anchor for the municipality, and one that would create a sense of place, strengthen community and collective identity, invite civic engagement in local democracy, and address government accountability.<sup>12</sup> The building was to have symbolic value: "heighten citizen feeling and act as a foil to collective identity...[be] an architectural statement that will lift the aspirations and level of design in the Borough...and be set apart by the quality of its public spaces."<sup>13</sup>

The co-shared facility would also be a model of civic leadership and co-operation, providing mutual and public benefits.<sup>14</sup> At the time, the most prominent topographic feature around the site, which was largely farmland, was the stand of mature mixed hardwood trees at the southwest and southeast corners of the site while an opening between the stands offered a vista from Ellesmere Road looking north (Figure 4).<sup>15</sup> Today these areas are known as the Frank Faubert Wood Lot Natural Area and the Hand of God Park.

The grand opening of the Scarborough Civic Centre was a watershed moment in the Borough of Scarborough's history, the occasion marked by an honorary visit by Queen

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10 Raymond Moriyama, "Scarborough Municipal Building: Feasibility Study and Master Development Plan," May 1975

11 Ibid, p. 17

12 Raymond Moriyama, "Scarborough Civic Centre: thoughts and feelings during the design and construction process," March 1973. In addition to the co-shared facility, space was also allocated to the Scarborough Board of Health and the Metropolitan Toronto Welfare Department; however, as a condition of the capital grant, the facilities would need to be treated as a separate building

13 Raymond Moriyama, May 1975, p.17

14 Ibid, p.2

15 Feasibility Study, 1969, p. 12.

Elizabeth II on June 6, 1973 (Figure 5). Following the completion of the Scarborough Civic Centre and Albert Campbell Square, Raymond Moriyama, Architects and Planners (in 1970, the firm became Moriyama & Teshima Architects) continued to have a significant impact on the Scarborough Town Centre area, designing the federal building known as the Canada Centre at 200 Town Centre Court (1983-85) and acting as a consultant to the Borough of Scarborough for a number of local studies from the 1970s to 1990s.

### **Architect: Raymond Moriyama (1929-2023)**

The renowned Canadian architect Raymond Moriyama (1929-2023) was one of the defining architects in Canadian history and a leading figure in, what has been termed, "golden age of Canadian architecture".<sup>16</sup> As noted by the Ontario Association of Architects, his built work was distinguished by "its commitment to inclusion, democracy and social progress... [and] had a particularly profound influence on the civic fabric of Toronto".<sup>17</sup> Moriyama established his architectural office in Toronto in 1958 during a period when Asian-Canadians continued to face discriminatory practices. His first significant commission was the Japanese Canadian Cultural Centre, which opened in 1963. The assertive Brutalist character of the Japanese Canadian Cultural Centre combined with a distinct Japanese sensibility clearly articulated the purpose and power of the centre - to re-establish the community in Canadian life following the trauma of their wartime internment during the Second World War. This experience had shaped Moriyama's worldview and underscored the potential of social justice, equality and inclusion to be articulated through architecture.

In 1964, Moriyama received the commission from the Government of Ontario to design the Centennial Centre of Science and Technology (the Ontario Science Centre) as the Province's Centennial Project. At the time, Moriyama was 34 years old and one of Canada's fastest-rising young architects. The museum's "inclusive, democratic spirit would also prove to be a defining element of Moriyama's design philosophy."<sup>18</sup> In 1970, he entered into a partnership with fellow architect Ted Teshima, establishing Moriyama & Teshima Architects. Landscape architect George Stockton had joined Moriyama's practice a year earlier. The firm has received more than 200 awards, including six Governor General's Medals in Architecture.

Architectural historian H. Kalman notes that Moriyama was "highly adept at manipulating both exterior and interior spaces"<sup>19</sup> as exemplified in the design of the Scarborough Civic Centre (1973) (Figure 6), and earlier in the design of the Ontario Science Centre (1969). In 1975, Moriyama & Teshima Architects won the prestigious Vincent Massey Award for Excellence in the Urban Environment for the Scarborough

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16 Lane Harrison, "Raymond Moriyama, Canadian architect who designed Ontario Science Centre, dead at 93", CBC News, <https://www.cbc.ca/news/canada/toronto/raymond-moriyama-obituary-1.6955919>

17 Stefan Novakovic, "Designing Democracy: A Tribute to Raymond Moriyama, 1929-2023", Ontario Association of Architects

18 Stefan Novakovic, "Designing Democracy: A Tribute to Raymond Moriyama, 1929-2023," *Azure*, September 5, 2023

19 Harold Kalman, *A Concise History of Canadian Architecture, Volume 2*, Toronto: Oxford University Press, 1994

Civic Centre's Albert Campbell Square. Moriyama went on to design other iconic buildings including the Metropolitan Toronto Reference Library (1977), the Bata Shoe Museum (1995), the Canadian War Museum in Ottawa (2005), as well as the Canadian Embassy in Tokyo (1991).

Raymond Moriyama was named a Companion of the Order of Canada in 2009, the same year he won the Governor General's Award in Visual and Media Arts. Recipient of the Royal Architectural Institute of Canada Gold Medal, amongst many other recognitions of the highest honour, the Vancouver-born architect was renowned for his commitment to inclusion, democracy, civic engagement, social progress, and a visionary approach to design that recalls these aspirations of civic life.

### **Artist: James Sutherland**

James Sutherland is a Toronto-based artist who studied architecture after receiving a Bachelor of Arts in Art History and English Literature at the University of British Columbia in the 1960s. After working in several architecture firms, he formed his own studio to design architectural-scale graphics and murals for many public buildings, including the public art piece entitled *21 Points in Equilibrium* and 10 acrylic-on-canvas graphic artworks<sup>20</sup> for the Scarborough Civic Centre (1973) which were intended to serve as wayfinding markers for the various municipal departments and help to increase government accessibility. Sutherland also designed the large-scale glass mosaic murals at the TTC's Dupont Subway Station (1978). His artistic practice also includes photography, which evolved from documenting his artwork to an independent artistic one in a range of photographic media. Sutherland has been a member of Gallery 44 Centre for Contemporary Photography since 2011.<sup>21</sup> As a member of Gallery 44, his work has been periodically exhibited at Toronto's annual city-wide CONTACT Photography Festival.

## **ii. ARCHITECTURAL DESCRIPTION**

The following section provides an architectural description and analysis related to the property which will establish the basis for determining design or physical value of Criteria 1, 2 or 3 according to O. Reg. 9/06 Criteria.

### **Late Modernism in Canada: 'Modern Expressionism'**

The design of the Scarborough Civic Centre represents the architectural direction of the 1960s and 1970s taken by Canadian architects in the second phase of Modernism. Distinguished architectural historian Harold Kalman notes in his landmark scholarship, *A Concise History of Canadian Architecture, Volume 2* that in this period of time, Canadian architects sought to "extend and exaggerate the modernist vocabulary

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20 Information from catalogue sheets from when they entered the City of Scarborough Art Collection in the 1990s indicate that they were intended to act as wayfinding markers for the various municipal departments and increase government accessibility. Originally, there were 10 acrylic on canvas artworks and now there are 9. Sutherland collaborated with Moriyama on other projects including the Toronto Reference Library. Moriyama also collaborated with other visual artists including Michael Snow.

21 James Sutherland Artist Dupont Street Spadina Summer Underground ([james-sutherland.ca](http://james-sutherland.ca))

beyond the glass curtain wall; develop bolder, more sculptural shapes; use structural components in a more ornamental manner; and sought a more aggressive expression of function, individualism, and structure".<sup>22</sup> The response by emerging Canadian architects to the limitations of the International Style, a dominant Modernist architectural style of the mid-twentieth century defined by orthogonal lines and a rejection of ornamentation, was rather in the direction similar to those expressed by Toronto City Hall designed by Finnish architect Viljo Revell and completed in 1965.<sup>23</sup>

Prevalent in Canada from the mid-1960s through the 1970s, this phase of modern architecture corresponds to some extent to Charles Jencks' description of 'Late-Modernism'.<sup>24</sup> However, Kalman offers that Late Modernism did not flourish in Canada as it did in the U.S. or Europe, and instead, Canadian architects chose to "express a regional character and a personal vision, while also employing a wholly modern vocabulary and technology".<sup>25</sup> Kalman suggests that for this second phase of Modernism in the Canadian context the term 'Modern Expressionism' captures the architects' new expressive directions and the buildings "combine[d] aspects of American Late-Modernism with a very Canadian emphasis on regionalism and expressionism."<sup>26</sup>

Key characteristics of Modern Expressionism in Canada include a tolerance of a degree of ornamentation often in the use of structural elements and varied surface treatments; expressive forms; response to local contexts; and experimentation with new materials.

For Moriyama, "architecture's ultimate aim, like that of modern art, should not be form at all, but liberated expression".<sup>27</sup> In designing the Civic Centre, he sought to "support and express in a visible symbolic way, community ideals".<sup>28</sup>

### **The Scarborough Civic Centre, 140-150 Borough Drive**

Situated on an 18.6-acre property, the Scarborough Civic Centre at 140-150 Borough is a unique Modern Expressionist complex whose design "features the combination of distinctive geometric forms, the application of symbolism to the architectural elements, and the organization of the interiors through shape and colour that are hallmarks of Moriyama's work".<sup>29</sup> Designed in 1969 and completed by 1973, the Scarborough Civic Centre uses massive forms, distinctive geometric shapes, and the concept of space as experience in order to create a uniquely bold sculptural expression (Figures 7 to 9). Using poured-in-place concrete for the building's basic structural system and a

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22 Harold Kalman, *A Concise History of Canadian Architecture, Volume 2*, Toronto: Oxford University Press, 1994, p.812

23 Kalman, 1994, p.812

24 Charles Jencks writes "Late-Modern architecture...takes the ideas and forms of the Modern Movement to an extreme, exaggerating the structure and technological image of the building in its attempt to provide amusement or aesthetic pleasure" in "Late-modern architecture and other essays," New York: Rizzoli, 1980

25 Kalman, 1994, p.815

26 Kalman, 1994, p.815

27 Moriyama, 1986, p.7

28 Moriyama, 1986, p.7

29 Kalman, 1994, p.815



structural steel roof, the building is clad with a combination of dark reflective glass in metal framing and white aluminum with a fluorocarbon finish. The combination of these materials with the building's multi-faceted plan, which features a circular central core with four extending quadrants: two office wings (northwest and southeast) and two open spaces (northeast and southwest), contribute to its uniquely expressive form (Figure 10).

The two office wings shaped as "half-pyramids" beneath sloping roofs and curved walls are the northwest and southeast quadrants of the Civic Centre's multi-faceted plan. One is a five-storey wing to the southeast with a circular window opening at the second level, providing symbolic access to the mayor's office, and the other, a four-storey wing to the northwest. They extend from the central core clad in white aluminum and cut at an angle to reveal a membrane or curtain wall of dark reflective glass in metal framing (Figures 11 to 13). The dark reflective glass in metal framing continues on the central core while the two offset elevator cores and two columns clad in white aluminum on the north and south elevations provide the structural basis for the central space. Light-weight aluminum panels with a type of fluorocarbon finish were selected by the architect to provide a "light weight, shiny, white, self-cleaning rain-screen system"<sup>30</sup> and are vented to equalize the air pressure between the exterior and the concrete structural wall. The exterior materials were also selected for their reflective qualities i.e. to respond to changes in light and the colour of the sky. The aluminum cladding can be replaced in the future and the building reclad without affecting the basic fabric or stability of the building. The façades of each these two quadrants are divided by vertical dark glazed bands, and the wall elements vary in elevation and plan (Figure 15). The aluminum cladding of the northwest quadrant fronting Albert Campbell Square does not have any window openings to allow for its surface to be used as a screen.

There are two entrances to the building - at the northeast and the southwest elevations. The public entrance from the northeast elevation faces the Albert Campbell Square while the Ceremonial Plaza offers an additional entrance.<sup>31</sup> Both entranceways are marked by a concrete cantilevered canopy and flanked by the concrete elevator core and concrete column.

## Interior

The interior of the central core is a circular atrium, 80 feet (24m) in diameter and 67 feet (20m) high, on either side of which are segments of a larger circle: one containing the municipal offices to the southeast and to the northwest those of the Board of Education (Figure 16). Both sides contain balconies at each level opening onto the atrium, providing an unstructured common or social space which was conceived to reflect the increased democratization of civic government. The floors on the Borough side step back on a regular structural bay of 15 feet while on the Board side the floors cantilever out at variable amounts of 6, 11, and 16 feet from a structural column line.<sup>32</sup> The

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30 Raymond Moriyama, "Scarborough Civic Centre: Thoughts and feelings during the design and construction process," reprinted 1986, p. 14

31 During a staff site visit on July 18, 2025, the entrance to the building from the Ceremonial Plaza was not accessible.

32 Moriyama, 1986, p.11

combination of form and geometry of layouts provided flexibility, a more generous public space at a lower total building volume and allowed visual continuation from one side of the building to the other at all floor levels (Figure 17). The open volume and layout were also conceived "to improve opportunities for face-to-face communication and to encourage a civic administration that is more open".<sup>33</sup> A wide pebbled concrete staircase on both sides provides access to the second floors from the central ground-floor space while access to all levels is via narrow staircases at the end of each balcony (Figure 18). The two elevators enclosed in white concrete shafts also provide strong visual geometries. The Council Chamber (also known as the 'Meeting Hall') occupies a sunken circular area at the southeast of the central space, under the entrance podium. A squat arched window opening spans the width of room, providing light and acting as a gallery from outside the Chamber (Figure 19).

The interior of the building features a unifying white-on-white colour palette and a designed lighting scheme, while the clerestory and vertical window openings add a dimension of warmth to the space. The circular ceiling pattern with inset lighting "creates an optical illusion of a dome", taking the edge off the tension created by the way that the balconies tier in opposing directions (Figure 20).<sup>34</sup> Originally, colour was used for "coding floors for easier identification...blue on the main floor to a gold at the top floor - a gradation upward from a cool to warm and to a medium warm"<sup>35</sup> (Figure 21). The reflection of the floor colours on the white surfaces of the ceilings and balconies added another dimension of warmth to the space, especially with the changing shafts of sunlight from the clerestory and vertical window openings. The use of plants was also part of the design scheme as was the pond and atrium - representing, land, water, and air, respectively. Large graphic acrylic paintings on canvas, designed by James Sutherland, were hung on the face of the balconies, acting as public wayfinding markers for locating the various municipal divisions.

The sculptural work of art entitled *21 Points in Equilibrium* and composed of reflective tetrahedrons rises from the reflecting pond to the left of the entrance from Albert Campbell Square and rise to the east over the Borough side. The artwork begins in the exterior pond and continues indoors. The twenty-one polished, machined aluminium tetrahedrons were designed by James Sutherland in 1972 and symbolize growth, development responsiveness, and aspirations as the Borough headed into the 21st century. The interior central space was conceived as an extension of the Town Square and part of the pedestrian street system.<sup>36</sup>

## **Landscape**

The public areas that comprise the Scarborough Civic Centre include Albert Campbell Square, the Ceremonial Plaza, and a network of planned and existing pedestrian walkways, providing access to the surrounding context. There is also an exterior circumferential walkway around the Civic Centre building. There is a gentle slope from the Ceremonial Plaza down to Borough Drive, which was intentionally depressed to

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33 Moriyama, 1986, p.19

34 Moriyama, 1986, p.19

35 Ibid

36 Ibid

allow for future pedestrian access over the roadway. Overall, the landscaping was designed to offer choices: the hard surfacing of the Civic Square and the passive green areas to the south.

## **Albert Campbell Square**

Albert Campbell Square, named for the former reeve of the Township of Scarborough (1957-1967) and the first mayor of the Borough of Scarborough (1967-1969), is a large, open, civic space from which the main public entrance to the building is accessed. The square was designed as a slightly sunken plaza with concrete stairs surrounding it. Adjacent to the northwest wing, is a large, rectangular reflecting pond with a water feature and James Sutherland's reflective tetrahedrons, which emerge from the waterfall and continue above the interior pond (Figure 14). Concrete steps provide access to the pond on the south and west sides while the northern concrete wall with landscaped elements encloses it. A tall, polished metal campanile with three circular voids, designed by Moriyama's firm<sup>37</sup>, marks its edge with Albert Campbell Square. The campanile was intended to house a film projector and speakers to accompany the public programming in the pond with the white aluminum cladding of the Board of Education wing serving as a screen for community events. Originally, the 2.3-acre civic square was covered in Wiarton limestone tiles. The civic square was conceived as a pedestrian domain and purposefully designed as a passive and active civic space (Figures 25-27).

In 1975, Albert Campbell Square received the Vincent Massey Award for Excellence in the Urban Environment. The landscape architect on record is Bon Mueller. A bronze plaque recognizing this achievement is found near the entrance to the building from Albert Campbell Square. In 1995, it was renovated to include accessibility ramps, a raised stage area was added, the Wiarton tiles were replaced throughout the plaza, and landscaping changes were made with the addition of raised planters and trees.<sup>38</sup>

## **Ceremonial Plaza**

The southwest quadrant is known as the Ceremonial Plaza, a predominantly green public space with a concrete plaza formed by the roof of the circular indoor Meeting Hall (Figures 22-23). Originally, a concrete walkway extended from the adjoining parking lot to the west. The southern hill, which is not a natural slope but the result of the architect's decision to depress Borough Drive, contains a dense cluster of mature coniferous trees. Current signage and the pavilion were later alterations added to the southwest corner of the site. The sloping concrete walkway is also a later addition (2015) and provides a barrier-free connection to the Civic Centre (Figure 24) and is known as the Civic Green.

Immediately south of the southeast wing is the Scarborough Centre Branch Public Library completed in 2015. To the east of the wing is a building serving as the Scarborough Sexual Health Clinic (1973), connected to the Civic Centre by a covered

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<sup>37</sup> It was likely designed by Moriyama's firm as communicated by Robert Stephens, Manager of Urban Design for the City of Scarborough, from 1988 to 2014.

<sup>38</sup> The mid-1990 alterations were designed internally by City of Scarborough staff led by Robert Stephens

walkway. The Health Clinic was part of the linear expansion system and sympathetic in design and materials with the main building but is considered separate.<sup>39</sup>

### **iii. CONTEXT**

The following section provides contextual information and analysis related to the property which is the basis for determining contextual value of Criteria 7, 8 or 9 according to O. Reg. 9/06 Criteria.

The City of Toronto Property Data Map attached (Attachment 2) shows the site of the property at 140-150 Borough Drive, also known as the Scarborough Civic Centre, including Albert Campbell Square.

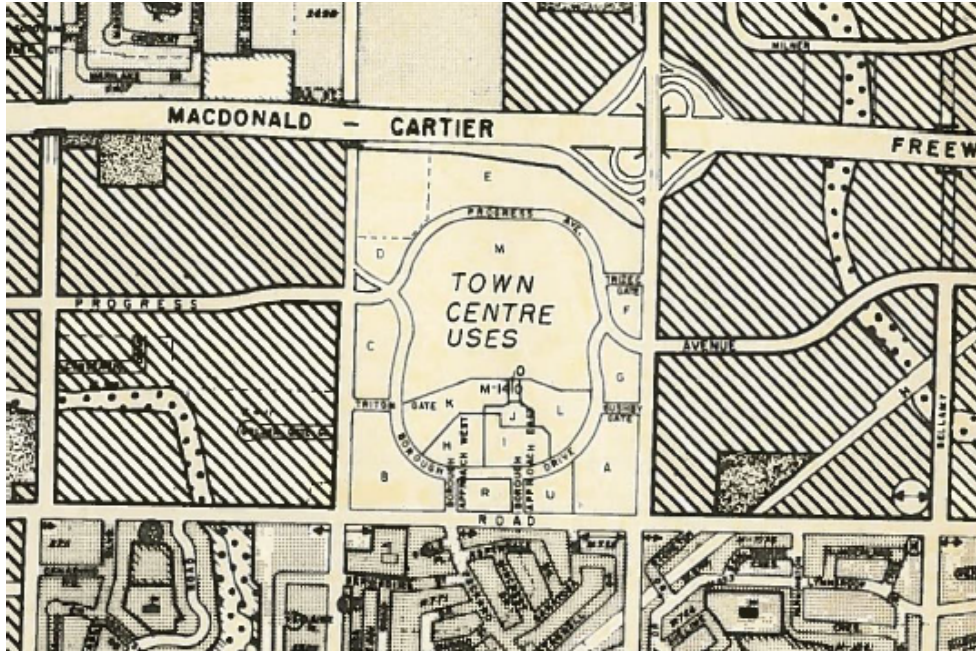
The property at 140-150 Borough Drive is located on the north side of Borough Drive, in the south-central precinct of a 'superblock' formed by Ellesmere Road, Brimley Road, Highway 401, and McCowan Road, in the Scarborough District of Toronto. Immediately to the north is a retail mall known as the Scarborough Town Centre (1973) designed concurrently with the Scarborough Civic Centre and separated by the now defunct Scarborough transit line and the Scarborough Town Centre Station (opened in 1985). Planned and existing pedestrian walkways connect the Scarborough Civic Centre and Albert Campbell Square to the Scarborough Town Centre, all of which form part of the Scarborough Town Centre Project Master Plan, an urban planning initiative of the 1960s that envisioned the area as the new commercial and civic heart of the rapidly growing Borough of Scarborough.

Immediately west of the Scarborough Civic Centre and located between Borough Drive and Brian Harrison Way is 100 Borough Drive. Completed in 1978, this Late Modernist office building, known as the Bell Canada building, is listed on the City's Heritage Register. To the south of Borough Drive is parkland known as the Frank Faubert Wood lot, a prominent forested area that was retained in the design scheme for the Scarborough Civic Centre and provides a buffer and setting to the subject property (Figure 24).

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<sup>39</sup> Moriyama's Feasibility Study and Master Plan Development (1969), he proposed a phasing plan that followed two basic principles. One was the use of a "plug-in" system which extends the service spine (i.e. covered walkway) to the east to accommodate future needs or special circumstances such the Board of Health which was award separate capital funding. Future expansion of the "plugged-in" functions was to be placed vertically or horizontally to the south of the service spine

#### 4. VISUAL RESOURCES



1. Borough of Scarborough Official Plan, 1971. Map of the new "Town Centre Uses" intended to create a new focal point or "downtown" for the Borough.

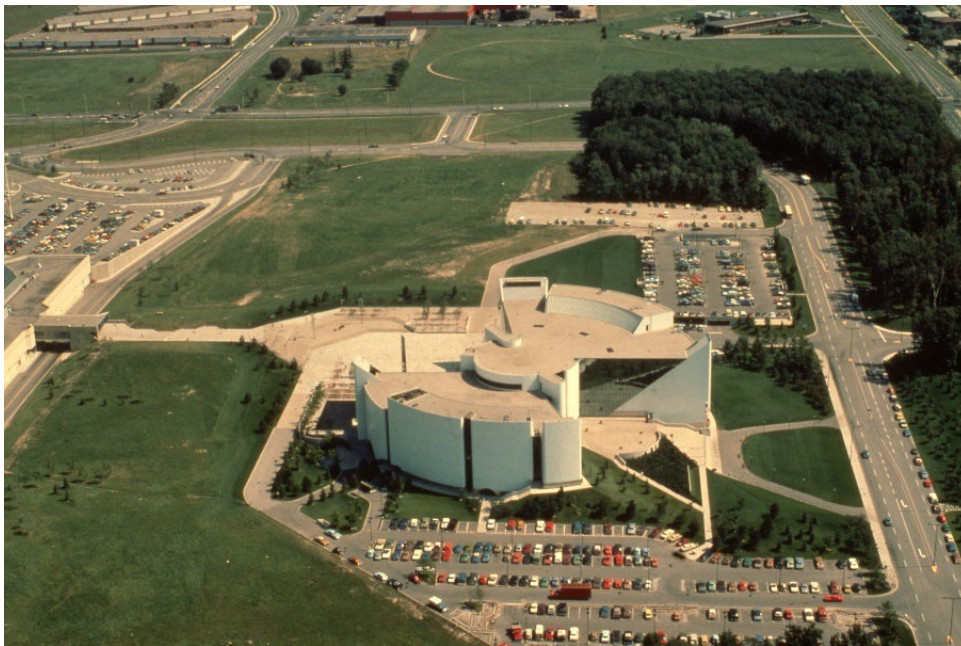


2. The Scarborough Civic Centre connected to the Town Centre Mall to the north by a planned pedestrian walkway (1973). The Civic Centre and Town Centre mall opened in 1973. (Robert Stephens Collection)





3. 1977 Aerial of the Town Centre showing the "Y" shaped commercial building to the north and the Scarborough Civic Centre to the south, encircled by a ring road. (City of Toronto Archives)



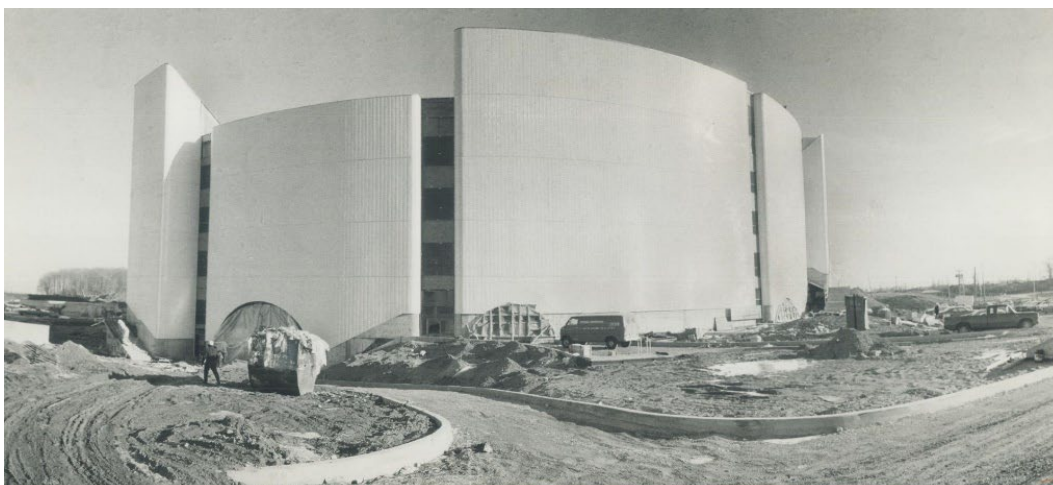
4. The Scarborough Civic Centre in 1973 (Robert Stephens Collection)



5. The opening of the Scarborough Civic Centre by Queen Elizabeth in 1973 (Toronto Star Archives)



6. Designed by Raymond Moriyama in 1973, the open plan of the central circular core of the Scarborough Civic Centre demonstrates his adept ability in manipulating interior spaces (Toronto Star Archives)



7. Designed in 1969 and under construction in 1972, the Scarborough Civic Centre uses massive forms and distinctive geometric shapes to create a uniquely bold sculptural expression (Toronto Star Archives)





8. Ceremonial Plaza under construction in 1973. The civic spaces were integral to the design of the Modern Expressionist complex (Toronto Star Archives)



9. Albert Campbell Square in 1983 located on the northeast quadrant of the complex. (Digital Archives, TPL)

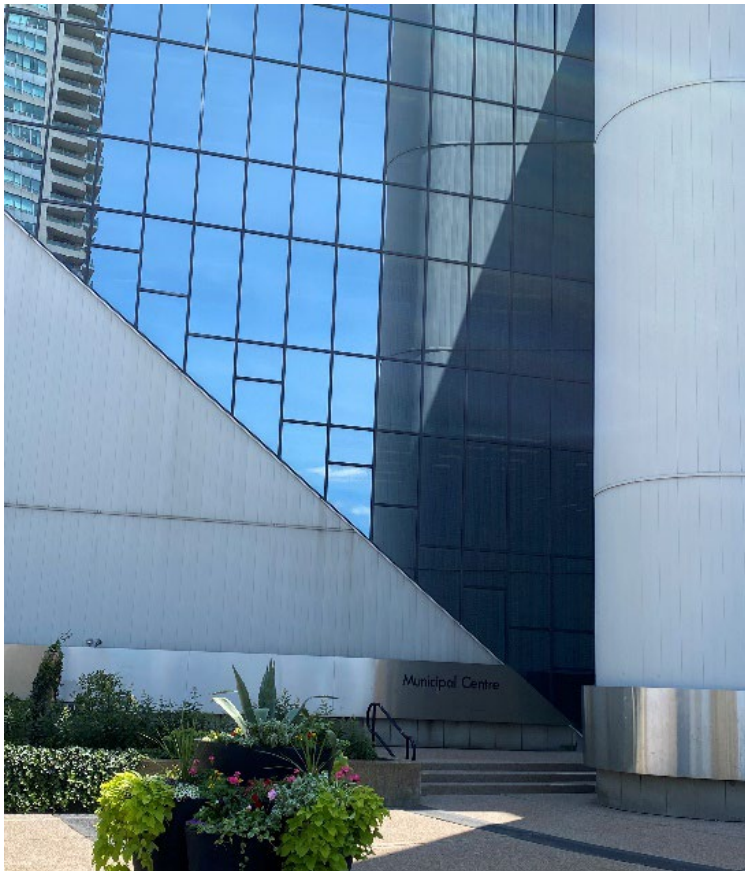


10. The two office wings shaped as "half-pyramids" beneath sloping roofs and curved walls are the northwest and southeast quadrants of the Civic Centre's multi-faceted plan (Heritage Planning, 2025)

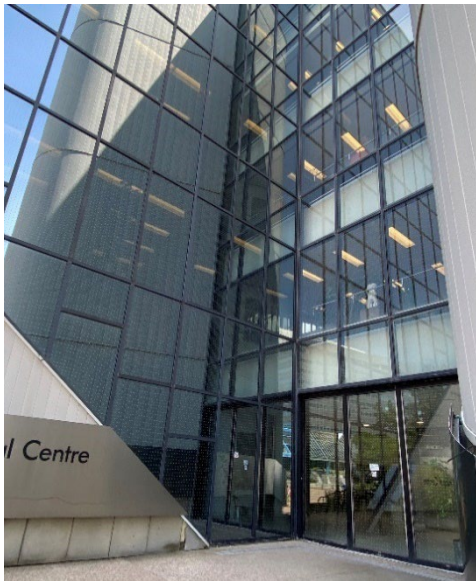




11. A five-storey wing to the southeast with a circular window opening at the second level marking the mayor's office (Heritage Planning, 2025)



12. The concrete building is clad in white aluminum cut at an angle to reveal a membrane of dark reflective glass in metal framing (Heritage Planning, 2025)



13. A view of the dark glazing in metal framing that continues on the central core (Heritage Planning, 2025)

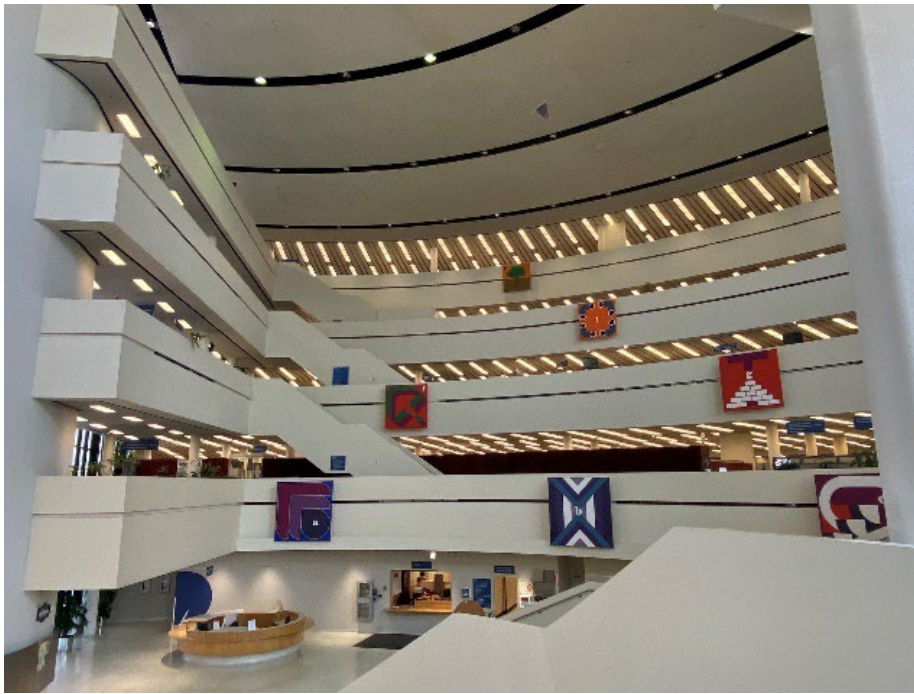


14. Public entrance into the Civic Centre from Albert Campbell Square. The pond is to the right (Heritage Planning, 2025)

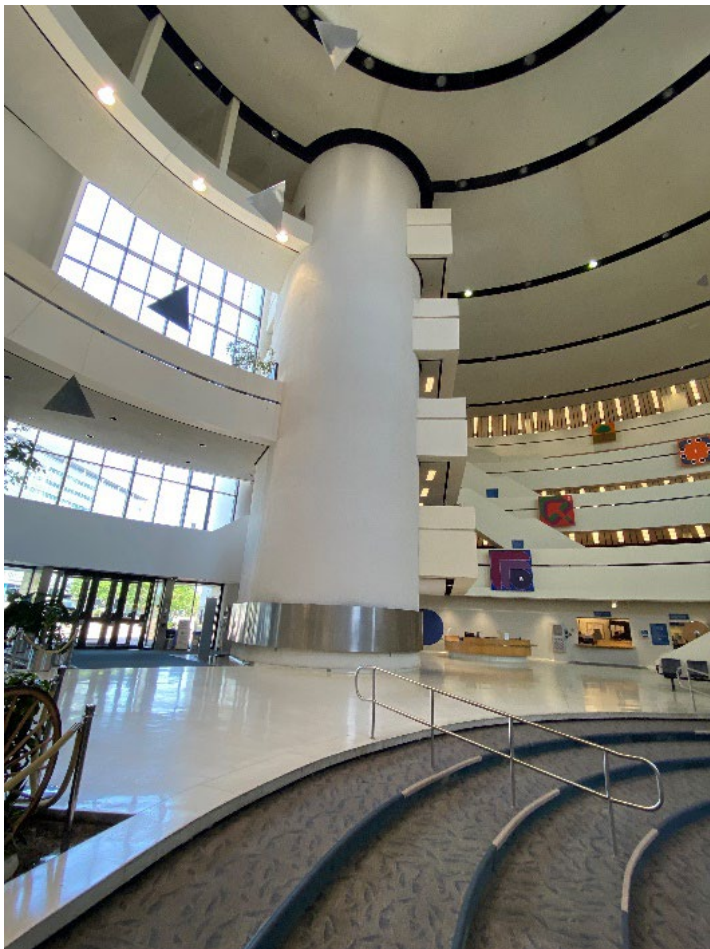


15. Exterior varies in elevation and plan (Heritage Planning, 2025)

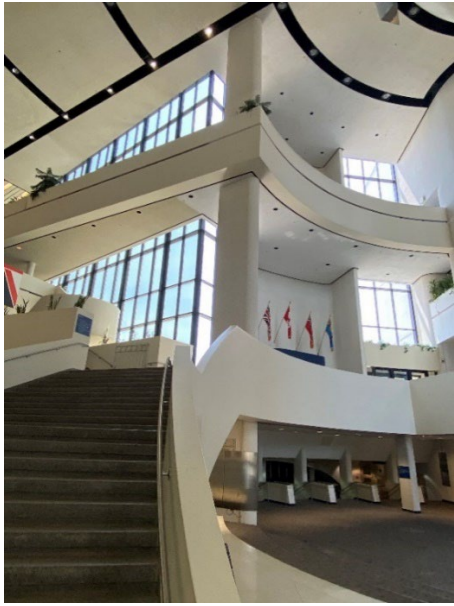




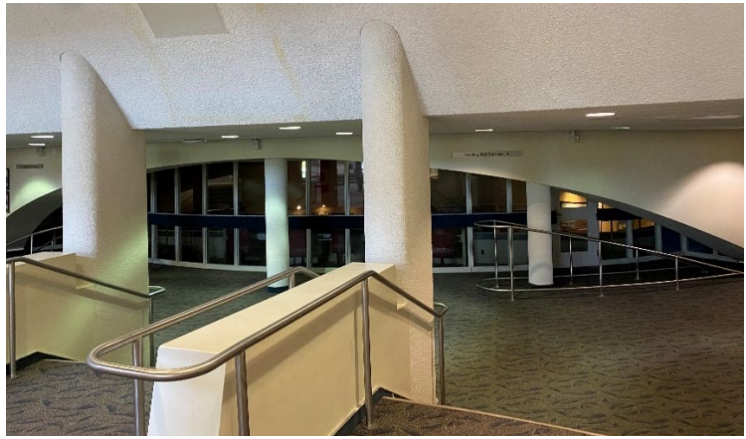
16. Interior view of the open plan and balconies on the northwest wing. The graphic paintings were by James Sutherland and were intended to serve as way finding markers for the various municipal departments (Heritage Planning, 2025)



17. View of the entrance from Albert Campbell Square showing James Sutherland's aluminum sculptures suspended midair (Heritage Planning, 2025)



18. View of the concrete stairs leading from the atrium to the second floor (Heritage Planning, 2025)



19. The sunken Council Chamber or Meeting Hall beyond the squat, arched window (Heritage Planning, 2025)



20. View of the ceiling with inset lighting and clerestory window (Heritage Planning, 2025)



21. View of the colour scheme: white on white with carpeting adding colour and coding floors (City of Toronto Archives, 1998)





22. View of the Ceremonial Plaza with built in concrete seating (Heritage Planning, 2025)



23. View looking north from Borough Drive (Heritage Planning, 2025)



24. View of Borough Drive from the Ceremonial Plaza at the Civic Green landscape (Heritage Planning, 2025)





25. Albert Campbell Square in 1980 showing the active use of the pond as a skating rink (Robert Stephens Collection)



26. Albert Campbell Square in 1985 showing the active use of the pond as a wading pool in the summer and seating (Robert Stephens Collection)



27. Albert Campbell Square in 1993 showing the active use of the pond as a popular wading pool (Robert Stephens Collection)

## 5. LIST OF SOURCES

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- Toronto Public Library, Digital Archives.
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- Toronto Public Library. (n.d.). Toronto Star historical newspaper archive
- Robert Stephens, Personal Collection
- Toronto Metropolitan University Archives, Canadian Architect fonds

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