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D. Menard

TO:	CHAIR AND MEMBERS PLANNING & ENVIRONMENT COMMITTEE
FROM:	JOHN M. FLEMING DIRECTOR, LAND USE PLANNING AND CITY PLANNER
SUBJECT:	WORTLEY VILLAGE - OLD SOUTH HERITAGE CONSERVATION DISTRICT STUDY MONDAY, DECEMBER 12, 2011: 5:00 p.m.

RECOMMENDATION

That, on the recommendation of the Director, Land Use Planning and City Planner, with the advice of the Heritage Planner, the following actions **BE TAKEN** with respect to the proposed Wortley Village-Old South Heritage Conservation District:

- A. That the Final Draft Study Report of the Wortley Village Heritage Conservation District, November 2011 **BE RECEIVED** ; and,
- B. That Phase 2 of the Wortley Village-Old South Conservation District **BE INITIATED** to select consultants to prepare Official Plan policies, a District Plan and Conservation Guidelines and any appropriate programs to be used upon the designation of the area as a Heritage Conservation District under Section 41 (Part V) of the *Ontario Heritage Act*.

It being noted i) that the proposed boundaries have been expanded since the initiation of the Study area, and ii) it being further noted that Phase 2 requires further consultation with the Advisory Committee on Heritage and the local community prior to a public participation meeting of the Planning and Environment Committee before final consideration of the creation of the By-law to establish a District; iii) it being further noted that funding for Phase 2 has been approved as part of the 2011 capital budget; and iv) that the Advisory Committee on Heritage has been consulted and is in support of the initiation of Phase 2 with the suggested revised boundaries.

PREVIOUS REPORTS PERTINENT TO THIS MATTER
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2009 November 2: **Wortley Village – Old South Heritage Conservation District Study**
 2003, August 25: Planning Staff Report – **Potential Heritage Conservation District Priority List**
 1999, March: Planning Staff Report – **Implementation of Heritage Conservation District Studies and Plans**
 1993: Guideline Document – *Heritage Places: A Description of Potential Heritage Conservation Areas in the City of London*

BACKGROUND

Official Policy Framework

In 1993, *Heritage Places: A Description of Potential Heritage Conservation Areas in the City of London* was approved as a guideline document to the Official Plan of the City of London. The purpose of the document is to highlight areas of outstanding historical, architectural and contextual character in the City which have the potential for being designated as heritage conservation districts under Part V of the Ontario Heritage Act.

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The major portion of *Heritage Places* is devoted to characterization studies of fourteen areas within the City of London. The studies profile the attributes that make these locations contributors to the City’s identity. The characterization studies are brief and act as an indicator of heritage significance. The list of locations is by geographic area, not by priority of designation (see Appendix A). In preparing the list of proposed heritage conservation districts in *Heritage Places*, consideration was given to the criteria for identification and evaluation of potential Heritage Conservation Districts identified in the City’s **Official Plan** as follows:

- a) The association of the area with a particular historical event or era that is unique to the community;
- b) The presence of properties which are considered significant to the community as a result of their location and setting;
- c) The presence of properties representing a design or method of construction which is considered architecturally and/or historically significant to the community, region, province or nation;
- d) The presence of properties which collectively represent a certain aspect of the development of the City which is worthy of maintaining the presence of physical, environmental, or aesthetic elements which, individually, may not constitute sufficient grounds for the designation of a Heritage Conservation District but which collectively are significant to the community;

The City’s Official Plan policies in this regard reflect the Provincial expectations pursuant to both the Provincial Policy Statement 2.6.1 which states that “significant built heritage resources and significant cultural heritage landscapes shall be conserved.” This policy statement reinforces Section 41 of the Ontario Heritage Act (2005.)

The Ontario Heritage Act in Section 41 enables the Municipal Council to designate any defined area or areas of the municipality as a Heritage Conservation District. Heritage Conservation Districts (HCDs) are seen as means of providing for planning processes that respect a community’s history and identity and for developing a process that sustains these elements into the future. Districts are unique but often share a common set of characteristics including:

- A concentration of heritage buildings, sites, structures, designed landscapes, natural landscapes that are linked by aesthetic, historical and socio-cultural contexts or use.
- A framework of structured elements including major natural features and built form such as pathways and street patterns, landmarks, nodes or intersections, approaches and edges.
- A sense of visual coherence through the use of such elements as building scale, mass, height, material, proportion, colour, etc. that convey a distinct sense of time and place.
- A distinctiveness which enable districts to be recognized and distinguishable from their surroundings or from neighbouring areas.

(Ontario Heritage Toolkit p.8-11)

The key ingredients for a successful HCD have been identified by the Ministry of Culture as:

- A sound examination of the rationale for district designation, especially for the delineation district of boundaries.
- Active public participation in the designation process including consultation with its heritage advisory committee (LACH).
- A clear and comprehensive designation by-law; and
- A clear and well-publicized HCD plan and policies to manage change in the district to protect and enhance its unique character.

In terms of conducting an appropriate study, the examination of an area may require the evaluation of many factors:

- Historical associations
- Architecture and architectural detail including vernacular design
- Integrity in relation to its earlier states in the maintenance of its original or early materials and craftsmanship

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- Landmark status
- Landscapes and open spaces
- Overall spatial pattern
- Land-use
- Circulation network and pattern
- Boundary and other linear features
- Historic views

In March, 1999, a report was prepared by Planning Staff for the London Advisory Committee on Heritage (LACH) regarding implementation of Heritage Conservation District Studies and Plans in relation to *Heritage Places*. The report noted that since the implementation of *Heritage Places* as a guideline document to the City's Official Plan, there had been periodic interest in declaring various areas of the City as Heritage Conservation Districts. East Woodfield formally became the City's first Heritage Conservation District (HCD) in 1994. The Bishop Hellmuth Heritage Conservation District was formally designated in January, 2003. In 2006 Old East Village became one of Ontario's largest districts. In March, 2009, West Woodfield became London's fourth heritage conservation district.

Further to *Heritage Places* and its list of potential heritage conservation districts, the 1999 report, among other matters, recommended that the *Heritage Places* list of potential HCDs to be studied and implemented be prioritized in the following order:

- 1) East Woodfield
- 2) Hellmuth-St. James
- 3) West Woodfield
- 4) Wortley Village
- 5) Richmond Streetscape
- 6) Ridout Restoration
- 7) Talbot North
- 8) Lorne Avenue (became Old East Village)
- 9) Marley Place
- 10) Elmwood
- 11) Stanley-Becher
- 12) Grosvenor-St. George
- 13) Petersville
- 14) Pond Mills

In April 1999 Municipal Council adopted the report, which included undertaking the preparation of heritage conservation district studies for the areas described in *Heritage Places* in order of priority listed in Planning Staff's report. Annual funding to accommodate the costs of the Study and costs associated with creating districts has been provided by municipal Councils.

The list was modified in 2003 by moving Lorne Avenue forward to be considered as London's third district. This was done, in consultation with, and at the request of, the local community to coordinate the heritage conservation district study with other initiatives being undertaken by the City and the community to revitalize the Old East Area.

Following the adoption of West Woodfield as the City's fourth heritage conservation district this past year, the next potential areas for study have been identified on the priority list as the Wortley Village area, the Dundas-Richmond streetscapes and Ridout Street Restoration areas. The downtown areas are being considered at present within the context of the Downtown Master Plan Study currently underway which includes the possible creation of a downtown heritage conservation district. It should be noted that the priority list includes Wortley village, Marley Place and Elmwood Avenue as potential districts. All are clearly within the Old South neighbourhood and, if approval is given to initiate a study for the Old South community, it seemed logical to include both areas along with Wortley Village for study.

Heritage Places identifies Wortley Village to include both the commercial core along Wortley

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Road and its adjacent neighbouring streets – Askin/Craig streets, Byron Avenue and Bruce Street. This area formed an important part of the former community of London South before and after its amalgamation with London in 1890. Architecturally, this neighbourhood retains significant heritage resources including churches, residences and converted structures such as the old Fire Station #4.

Marley Place is in close proximity to Wortley Village. *Heritage Places* includes within its description of Marley Place, the adjacent streets of Elmwood Avenue from Ridout to Wortley and Duchess Avenue from Duchess to Wortley Road. Of key importance to this area is the former Normal School, a designated building and a landmark in the Wortley Village, Old South neighbourhood. Each year, the Old South Community Association hosts its annual “Gathering on the Green” on the green space of the Normal School.

Elmwood Avenue, extending along Elmwood Avenue from Wortley westwards to Edward Street and north on Edward to Bruce Street, is the third potential district closely proximate to Wortley Village. It, too, includes many fine late Victorian styles of residential homes including three homes individually designated at the corner of Elmwood Avenue and Edward streets.

It was proposed that the terms of reference for the Study request that consideration be given to including each of these areas within a single heritage conservation district and that the proposed boundaries of the district be determined with this goal in mind.

In August, 2009, a communication was received from the Chair of the Old South Community Association requesting the City to initiate a heritage conservation district study for the Old South area in keeping with the City’s revised priority listing. The request follows from an earlier public meeting at the Landon Library in 2006 to discuss the nature and implications of a heritage conservation district.

In November, 2009, municipal Council directed staff to initiate a request for proposals for a study to determine the appropriateness of the Old South area as a heritage conservation district, noting that funding for such a study was in place in the 2009 budget. Subsequently, the consortium of Ecoplans, Nexus Architects, GSP, Golder Associates and Nancy Tausky, Heritage Consultant, was engaged to conduct the Study. Work began in March 2010 and an initial public meeting was organized in June 16, 2010. Property owners in the proposed study area were notified by mail and the meeting was further promoted by the Old South Community Organization (OSCO). At the June meeting approximately 150 area residents were in attendance. The consulting team presented its preliminary findings and indicated that there was a sound basis for a proposed district, although the initial study area boundary might have to be altered. Information was solicited from the public at that meeting and through a questionnaire which could be returned later. In discussions at the meeting, and with later information received, the consulting team reviewed a wider area than initially proposed for the study area. Particular attention was paid to the streetscapes to the north, west and south of the original study area. After further research, the consultants expressed the opinion that a closer, house by house, assessment of additional streetscapes was merited. However, such an assessment required additional funding, not available until the 2010 budget had approved the annual budget item for heritage conservation districts. In the spring of 2010 assessment of the wider area continued. A second public information meeting occurred October 26, 2011 when the additional findings of the consultants were presented to the public. Comments received at that meeting and with the submission of further responses to the questionnaire have enabled the consulting team to submit a final draft study report in November, 2011.

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Key Findings and Major Recommendations from the Study

- The majority of the original Study Area warrants designation as a Heritage Conservation District. The district as proposed would contain approximately 1000 properties.
- The specific delineation of the Heritage Conservation District Boundary should be modified to incorporate notable groupings or blocks of buildings that had significant associations with the historical development of the area, as well as contribute to the architectural and streetscape character of the area.
- Buildings that would be difficult to support within the boundary as well as those that would merit stronger inclusion in a potential adjacent HCD have been removed.
- A proposed heritage conservation district boundary is presented (Appendix 1)based on the following rationale;
 - Lands within the boundaries generally held recognizable suburban streetscapes by 1915 and had mainly achieved their present built form before World War II.
 - Despite some redevelopment, the area contains a large concentration of recognizable architectural styles and features that are consistent with the styles and methods of construction associated with the era in which they were developed.
 - The district includes several long-standing landmarks such as the London Normal School and others that contribute positively to the cityscape and the identity of the neighbourhood.
 - The area incorporates many of the key buildings previously listed or designated in London and will allow the protection of these structures and the intervening buildings and landscape features that contribute to the streetscape as a whole.
- A heritage character statement points out the long history of the area as a residential suburb of London with an independent village character.
- Architecturally, the character of the proposed hcd is established by the recurring use of consistent building materials, forms and details in the majority of the buildings in the district strengthened by the significant, large buildings forming the commercial area along Wortley Road and the concentration of churches, schools, and the London Normal School all close to the commercial area to form a visual core of landmark buildings.
- With its grid of linear streets and generally consistent building scale and setbacks, there is a strong rhythm and coherent character within the streets of Wortley Village.
- Specific suggestions with regard to improvements related to the transportation network and movement are provided, most notable, perhaps, the suggestion that Bruce Street and Elmwood Avenue East be converted to two-way streets to increase connectivity and reduce vehicular speeds.

Public Responses to Date

Since the launch of the study, the consultants have organized two public meetings advertised in Living in the City and to which property owners resident in the study area were sent specific letters. As well, the reports presented to the public at each meeting were made available on line.

Both the LACH and OSCO have been informed as to the progress of the study and area residents have been encouraged to respond to staff, consultants and OSCO as this is a community driven process.

The London Advisory Committee on Heritage has been consulted on several occasions with respect to the initiation and progress of the study. It has appointed one of its members to the steering committee. At its meeting on November 09, 2011 the LACH recommended that Council receive the study report and initiate Phase 2 of the process including the suggested revised boundaries as presented in the final study report.

At both public meetings a show of hands by those in attendance suggest substantial support for moving forward with the process. This attitude is also strongly presented in the approximately 40 questionnaires returned to date.

Some questions and concerns have been raised about the delineation of the boundaries.

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Arguments have been put forward to extend the district east of Ridout Street, and further south to include all of Mackenzie Avenue. The consultants have addressed earlier boundary concerns by expanding the proposed district to almost doubling its size to over 1000 properties. In addition, one property owner, by phone, expressed opposition to the proposed district on the fear that it may raise property assessment values and therefore property taxes. A second telephone response was opposed on the basis of a potential infringement of property rights while a third raised that matter as a question. At the October 26 public meeting additional concerns related to the emergence of proposed infill alterations and the potential impact such may have on the character of the area.

At the time of preparation of this report, further steps were under consideration by staff, working in conjunction with the heritage steering committee to publicize the proposed district and its implications. Primarily, this is to be achieved by a wider distribution of the consultants' questionnaire and promotion within the Old South neighbourhood.

Recommendations

That municipal Council direct staff to initiate what is known locally as "Phase 2" in the process towards the creation of a heritage conservation district. Phase 2 would involve:

- The selection of consultants to further the next steps in coordination with staff noting that funding for this is available from the annual budget item for such work.
- The preparation of a District Plan to serve as the basis of a future by-law to designate the area with respect to the boundaries proposed.
- The Plan would include a statement of objectives to be achieved in designating the area as a heritage conservation district; a statement explaining the cultural heritage value or interest of the district, a description of the heritage attributes of the district and the properties within it; policy statements, guidelines and procedures for achieving the stated objectives and managing change in the district; a description of the alterations or classes of alterations that are minor in nature and that the owner of the property in the district may carry out or permit to be carried out on any part of the property, other than the interior without a permit.

To date, the majority of responses related to the establishment of the district have been positive both at the public meetings and on the returned questionnaires. Questions have been raised about the delineation of the boundaries and this final study reflects responses to some of these boundary matters. One property owner expressed opposition to the proposed district on the fear that it may raise property assessment values and therefore property taxes. A second telephone response was opposed on the basis of a potential infringement of property rights.

PREPARED BY:	SUBMITTED BY:
D. MENARD HERITAGE PLANNER	G. BARRETT, AICP MANAGER – CITY PLANNING AND RESEARCH
RECOMMENDED BY:	
J.M FLEMING, MCIP, RPP DIRECTOR, LAND USE PLANNING AND CITY PLANNER	

November 10, 2011

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Attach: Appendix 1; Reference List; Appendix 2- Map –Proposed District Boundaries; Appendix 3- Study Questionnaire

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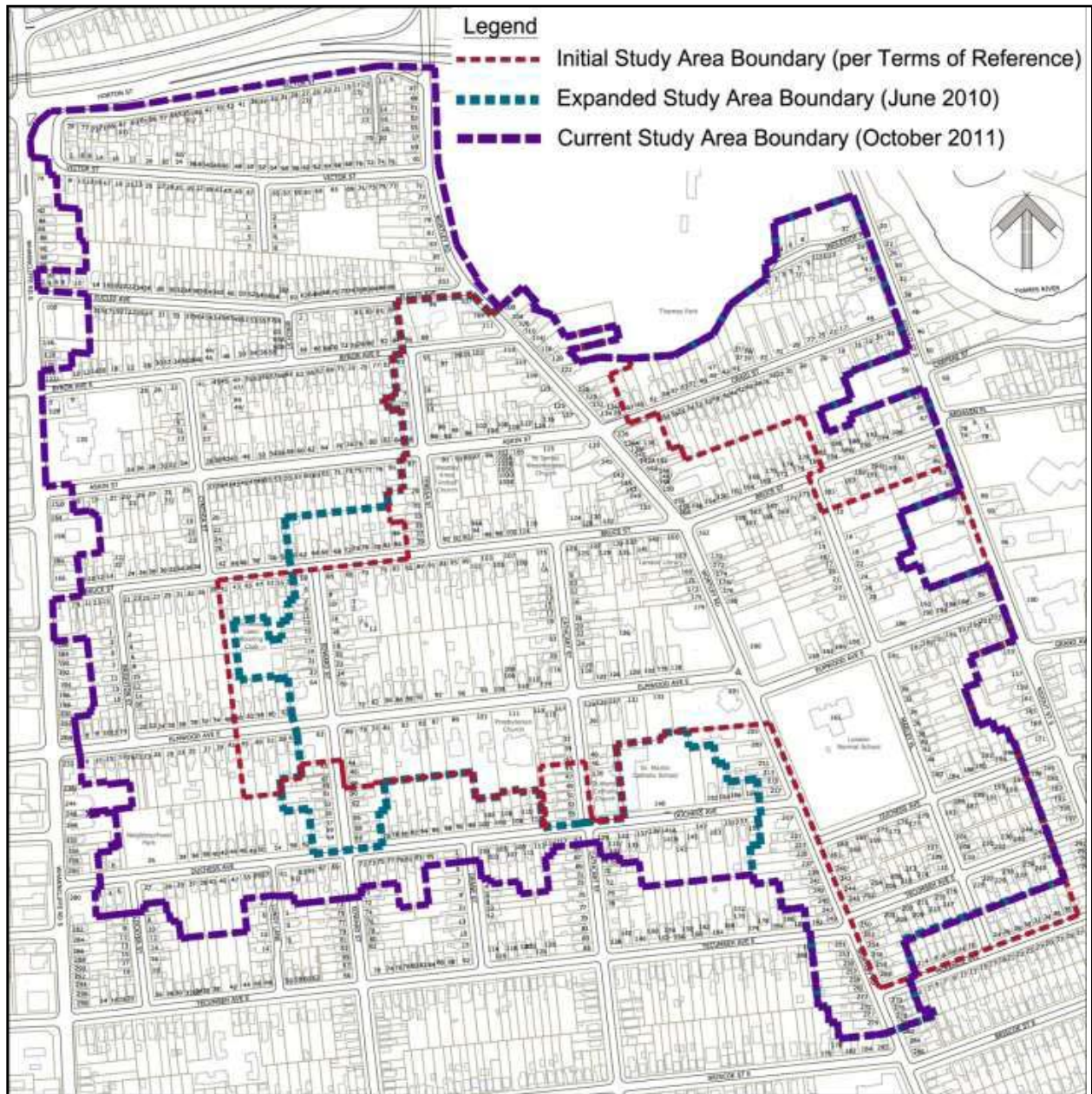
Appendix 1: Reference List

City of London	<i>Heritage Places : A Description of Potential Heritage Conservation Areas in the City of London (1993)</i>
Ministry of Municipal Affairs and Housing	<i>2005 Provincial Policy Statement</i> Queen's Printer 2005
Ministry of Tourism and Culture	<i>Heritage Conservation Districts – A Guide to District Designation Under the Ontario Heritage Act.</i> The Queen's Printer 2006
Government of Ontario	<i>E-LAWS Ontario Heritage Act</i> R.S.O. 1990, CHAPTER O.18 Last amendment: 2009, c. 33, Sched. 11, s. 6
Planning Staff Report –	<i>Implementation of Heritage Conservation District Studies and Plans</i> March 1999
Planning Staff Report -	<i>Potential Heritage Conservation District Priority List</i> 2003
Planning Staff Report -	<i>Wortley Village – Old South Heritage Conservation District Study</i> 2009

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Appendix 2: Revised Boundary Map(Current Study Area Boundary –October 2011)



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Appendix 3: Study Questionnaire

WORTLEY VILLAGE/OLD SOUTH HERITAGE CONSERVATION (HCD) DISTRICT STUDY QUESTIONNAIRE

A heritage conservation district study is being undertaken for Wortley Village/Old South (see attached map) to assess its potential for heritage district designation to assist in the protection, preservation and promotion of the neighbourhood's architecture and cultural history. Ecoplans Limited, in association with Nexus Architects, GSP group, Golder Associates, and Nancy Tausky (historian) are undertaking the study for the City of London. Your views about the neighbourhood and its potential heritage designation are important to the City and the Project Team. This questionnaire will help us gain additional insight into your community and its history and characteristics.

Please feel free to provide answers on additional pages if you require more space.

1. Did you attend the first public meeting for the Wortley Village HCD in June 2010, held at the Wesley-Knox United Church?

2. How long have you lived in Wortley Village/Old South area?

Less than 2 years ____ 3-5 years ____
6-10 years ____ 11-20 years ____
Over 20 years ____

3. In Wortley Village/Old South do you:

Own your home ____ Rent your home ____
Own a business property ____ Lease a business property ____

4. What do you think are the most noticeable or important heritage features in Wortley Village/Old South?

General residential character _____

Commercial core _____

Specific buildings / structures / architectural features (please specify) _____

General streetscape or landscape features (please specify) _____

Cultural history _____

Other (please specify) _____

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Appendix 3 continued –Study Questionnaire

5. How important is it to you to help protect those features?
 Very important _____ Not very important _____
 Somewhat important _____ Not at all important _____

6. Is there a certain part of the study area that you feel would be more appropriate for designation as a Heritage Conservation District?
 Yes _____ Please describe it below or circle / shade it on the map.
 No _____

7. What issues of concern would you have if Wortley Village/Old South was designated as a Heritage Conservation District?

8. What kind of information, programs or guidelines would you like to see to help preserve Wortley Village's/Old South's heritage assets?

9. If you have information related to the history of your house, street or the community, or any other sources of information (for example – knowledgeable people, letters, photos, diaries, letters, photos, etc.) that would help us in our study with respect to Wortley Village's/Old South's architecture, historical events or people please elaborate in the space below and provide your name, phone number and / or address below so we may contact you for further details.

Name _____
 Address _____
 Phone Number _____ E-mail _____

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Appendix 3 Continued –Study Questionnaire

10. Please indicate if you would support moving forward with the Phase 2 component of the project, the Heritage Conservation District (HCD) Plan which will assist in the protection and conservation of the unique heritage attributes and character of the Wortley Village/Old South District. An HCD Plan is a requirement in the designation process.

Yes I support Phase 2 of the Project _____

No I do not support Phase 2 of the Project _____

If no, please state your reasoning.

11. If you attended the public meeting on October 26 2011, please answer the following questions to assist us in planning future meetings:

Did you find the meeting useful? Yes _____ No _____

Was the meeting format appropriate? Yes _____ No _____

Did you have sufficient opportunity to present your questions and comments?

Yes _____ No _____

If you have any suggestions for further meetings, please provide them below.

Please return this form to one of the following:

David Waverman
 Ecoplans Limited
 72 Victoria Street South, Suite 100
 Kitchener, ON N2G 4Y9
 Fax: (519) 741-8850
 E-mail: DWaverman@ecoplans.com

OR

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 London, ON N6A 1G7
 Fax: (519) 661-5397
 E-mail: dmenard@london.ca

YOUR TIME AND INFORMATION ARE GREATLY APPRECIATED!
 Please be assured that all responses will be kept confidential