

## Report to Community Advisory Committee on Planning

**To:** Chair and Members  
Community Advisory Committee on Planning

**From:** Kyle Gonyou, RPP, MCIP, CAHP  
Manager, Heritage and Urban Design

**Subject:** Request to Remove the Property at 176 Piccadilly Street from the Register of Cultural Heritage Resources, Ward 13

**Date:** September 13, 2023

## Recommendation

Removal of the property located at 176 Piccadilly Street from the Register of Cultural Heritage Resources is being recommended, in response to a request received by the City.

## Executive Summary

The property at 176 Piccadilly Street was identified as a part of an inventory of the North Talbot Area in 2020. The property was identified as a potential cultural heritage resource and was added to the Register of Cultural Heritage Resources on October 27, 2020. The property is currently vacant, and a Property Standards Order was issued for the property in February 2022.

A Cultural Heritage Evaluation Report (CHER) for the property at 176 Piccadilly Street determined that it does not meet the threshold for designation of two (2) mandated criteria of Ontario Regulation 9/06, criteria for determining cultural heritage value or interest. Staff agree with the findings and conclusions of the CHER and recommend the property be removed from the Register of Cultural Heritage Resources.

## Analysis

### 1.0 Background Information

#### 1.1 Property Location

The subject property at 176 Piccadilly Street is located on the northeast corner of the intersection of Piccadilly Street and St George Street (Appendix A). The property is located within the North Talbot neighbourhood of London.

#### 1.2 Cultural Heritage Status

The property at 176 Piccadilly Street is a heritage listed property. The property was added to the Register of Cultural Heritage Resources by resolution of Municipal Council on October 27, 2020.

#### 1.3 Description

The subject property is located in a mixed-use area consisting of residential, commercial, and industrial uses with buildings ranging from one to three storeys in height. The building on the subject property at 176 Piccadilly Street is a small one-storey wooden house with its primary (south) elevation fronting Piccadilly Street (Appendix B). The house features a rectangular plan, hipped roof with asphalt shingles, and a small side addition extending from the north portion of the east elevation (Image 3). The house rests on a buff brick foundation featuring some remaining tooled mortar joints (Image 8). A small buff brick chimney exists on the east side of the hipped roof (Image 7). The house is clad in horizontal wood siding with a v-joint profile, painted white (Image 8).

The south elevation features a symmetrically arranged three-bay design with a central entryway covered by a small wood awning, and window openings on either side (Image

1). The house features an awning covering the front entryway, attached with wood brackets (Images 5 & 6).

The west elevation facing St George Street features a single, centrally located window opening (Image 2). The east elevation features a single window opening as well as a doorway on the east addition (Image 3). The north elevation also features a single centrally located window opening (Image 4). Currently, all window and door openings have been boarded up.

The window openings, despite being boarded up, show paint ghosting showing that the windows once had wooden surrounds with shallow pediments on the south elevation and flat tops on other elevations. These wooden surrounds are visible in photographs of the property taken in 2016 and 2019 (Images 9 & 10). Due to the present state of the building and the plywood boarding on all openings, few other details are visible on the exterior of the building.

#### **1.4 History**

The subject property is located in Lot 3 East of the Wharncliffe Highway (or Proof Line), surveyed in 1824. Deputy Provincial Surveyor Mahlon Burwell's 1824 survey of the Wharncliffe Highway created park lots of 100 acres or less on both sides of the road. Lot 3 East was patented to John Stiles in 1831. In the 1820s, the subject property was located north of a large mill pond just off the Thames River. The pond connected to the Thames River via a west-flowing creek, later known as Carling's Creek.

A large farm south of the mill pond was owned by John Kent. Throughout the 1830s, the southern portions of Kent's farm were subdivided into urban blocks. In 1840, the Town of London annexed a large section of land to the north and west of the original townsite survey, including the subject property. Throughout the 1850s, there was a period of intense land speculation in London in anticipation of the arrival of the Great Western Railway in 1853. This speculation cooled down following the Panic of 1857.

The area of the subject property developed an industrial character with the establishment of major industries such as the Hyman Tannery and Carling's Brewery along Carling's Creek. This industrial development led to workers housing being built in the same area. The industrial character of the area further evolved with the arrival of a new Ontario and Quebec Railway, now CPR, in the late 1880s, cutting east from Oxford Street and the Thames River and passing through the intersection of Richmond Street and Ann Street.

The subject property at 176 Piccadilly Street is located on Part Lots 6 & 7 E/S St George, on Plan 22. Plan 22 was prepared for Messrs. Renwick and Thompson, by surveyor Samuel Peters. This plan created three blocks with laneways bound by the Thames River to the west, Richmond Street to the east, Piccadilly Street to the south, and Oxford Street to the north. The first transaction associated with the new lots dates from 1857, when Martin Collison purchased Plan 22 Lots 4-7 from J.E. & J. S. Thompson and W.T. Renwick's wife. In 1868, Martin Morkin purchased Lot 7 from Martin Collison's wife, and in 1869 purchased a portion of Lot 6 from Alexander Macdonald's wife. Morkin is identified in an 1884 City Directory as working at the nearby C.S. Hyman & Co. tannery as a tanner.

City Directory listings from 1872 and 1875 confirm that Martin Morkin lived on the north side of Piccadilly Street between Richmond Street and Talbot Street. A Bird's Eye Map from 1872 also shows a small, one-storey dwelling on the corner of Piccadilly Street and St George Street. It is believed that Morkin acquired the vacant property in the late 1860s and had built the current extant structure by 1871. According to assessment rolls, Martin Morkin lived at the property at 176 Piccadilly Street until 1880, and it was later occupied by his mother by 1882. The property remained associated with the Morkin family into the 1880s. Martin Morkin died on September 26, 1894, in London, Ontario.

## **2.0 Discussion and Considerations**

### **2.1 Legislative and Policy Framework**

Cultural heritage resources are to be conserved and impacts assessed as per the fundamental policies of the *Provincial Policy Statement (2020)*, the *Ontario Heritage Act*, and *The London Plan*.

#### **2.1.1 Provincial Policy Statement**

Heritage Conservation is a matter of provincial interest (Section 2.d, *Planning Act*). The *Provincial Policy Statement (2020)* promotes the wise use and management of cultural heritage resources and directs that “significant built heritage resources and significant cultural heritage landscapes shall be conserved” (Policy 2.6.1, *Provincial Policy Statement 2020*).

“Significant” is defined in the *Provincial Policy Statement (2020)* as, “resources that have been determined to have cultural heritage value or interest.” Further, “processes and criteria for determining cultural heritage value or interest are established by the Province under the authority of the *Ontario Heritage Act*.”

Additionally, “conserved” means, “the identification, protection, management and use of built heritage resources, cultural heritage landscapes and archaeological resources in a manner that ensures their cultural heritage value or interest is retained.”

#### **2.1.2 Ontario Heritage Act**

Section 27, *Ontario Heritage Act* requires that a register kept by the clerk shall list all property that have been designated under the *Ontario Heritage Act*. Section 27(1.2), *Ontario Heritage Act* also enables Municipal Council to add property that have not been designated, but that Municipal Council “believes to be of cultural heritage value or interest” on the Register.

The only cultural heritage protection afforded to heritage listed property is a 60-day delay in the issuance of a demolition permit. During this time, Council Policy directs that the Community Advisory Committee on Planning (CACP) is consulted, and a public participation meeting is held at the Planning & Environment Committee. A Cultural Heritage Evaluation Report (CHER) is required for a demolition request for a building or structure on a heritage listed property.

Section 29, *Ontario Heritage Act* enables municipalities to designate property to be of cultural heritage value or interest. Section 29, *Ontario Heritage Act* also establishes consultation, notification, and process requirements, as well as a process to appeal the designation of a property. Objections to a Notice of Intention to Designate are referred back to Municipal Council. Appeals to the passing of a by-law to designate a property pursuant to the *Ontario Heritage Act* are referred to the Ontario Land Tribunal (OLT).

##### **2.1.2.1 Criteria for Determining Cultural Heritage Value or Interest**

Ontario Regulation 9/06, as amended by Ontario Regulation 569/22, establishes criteria for determining the cultural heritage value or interest of individual property. These criteria are consistent with Policy 573\_ of *The London Plan*. These criteria are:

1. The property has design 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 or physical value because it displays a high degree of craftsmanship or artistic merit.
3. The property has design or physical value because it demonstrates a high degree of technical or scientific achievement.
4. The property has historical 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 or associative value because it yields, or has the potential to yield, information that contributes to an understanding of a community or culture.

6. The property has historical 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.

A property is required to meet two or more of the abovementioned criteria to merit protection under Section 29 of the *Ontario Heritage Act*.

### 2.1.3 *The London Plan*

The Cultural Heritage chapter of *The London Plan* recognizes that our cultural heritage resources define our City’s unique identity and contribute to its continuing prosperity. It notes, “The quality and diversity of these resources are important in distinguishing London from other cities and make London a place that is more attractive for people to visit, live or invest in.” Policies 572\_ and 573\_ of *The London Plan* enable the designation of individual property under Part IV of the *Ontario Heritage Act*, as well as the criteria by which individual property will be evaluated.

### 2.1.4 Register of Cultural Heritage Resources

Municipal Council may include property on the Register of Cultural Heritage Resources that it “believes to be of cultural heritage value or interest.” The property is not designated but is considered to have potential cultural heritage value or interest.

The Register of Cultural Heritage Resources states that further research is required to determine the cultural heritage value or interest of heritage listed property. If a property is evaluated and found to not meet the criteria for designation, it should be removed from the Register of Cultural Heritage Resources.

The property at 176 Piccadilly Street is included on the Register of Cultural Heritage Resources as a heritage listed property.

## 3.0 Financial Impact/Considerations

None

## 4.0 Key Issues and Considerations

The property was identified as a potential cultural heritage resource in the North Talbot Inventory (Appendix C) and was added to the Register of Cultural Heritage Resources on October 27, 2023. The existing building is currently vacant, and a Property Standards Order was issued for the property in February 2022.

A Cultural Heritage Evaluation Report (CHER) has been prepared for the heritage listed property at 176 Piccadilly Street for the City.

### 4.1 Cultural Heritage Evaluation Report (CHER)

A Cultural Heritage Evaluation Report (CHER; Common Bond Collective, dated August 14, 2023) was submitted (Appendix D). As required, the CHER included an evaluation of the property according to the criteria of *Ontario Regulation 9/06*, Criteria for Determining Cultural Heritage Value or Interest.

Table 1: Summary of Evaluation of the property at 176 Piccadilly Street

| Criteria   | Evaluation |
|--|------------|
| 1. The property has design value or physical value because it is a rare, unique, representative or early example o a style, type, expression, material or construction method. | No         |

|   |     |
|---|-----|
| 2. The property has design value or physical value because it displays a high degree of craftsmanship or artistic merit.  | No  |
| 3. The property has historical value because it demonstrates a high degree of technical or scientific achievement.  | No  |
| 4. The property has historical value or associative value because it has direct association with a theme, event, believe, person, activity, organization or institution that is significant to a community. | Yes |
| 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.                     | No  |
| 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.  | No  |
| 7. The property has contextual value because it is important in defining, maintaining or supporting the character of an area.   | No  |
| 8. The property has contextual value because it is physically, functionally, visually or historically linked to its surroundings.   | No  |
| 9. The property has contextual value because it is a landmark.  | No  |

See Appendix D for the full evaluation of the property at 176 Piccadilly Street.

A property is required to meet two or more of the abovementioned criteria to merit designation under Section 29 of the *Ontario Heritage Act*. Through the evaluations, it was determined that the property at 176 Piccadilly Street meets one (1) of the criteria of *Ontario Regulation 9/06* and therefore does not merit designation pursuant to the *Ontario Heritage Act*. Staff have reviewed the CHER and agree with its conclusions and recommendations.

#### 4.2 Consultation

Pursuant to the Council Policy Manual, notification of the request to remove the subject property from the Register of Cultural Heritage Resources has been sent to property owners within 120m of the subject property on August 22, 2023, as well as community groups including the Architectural Conservancy Ontario – London Region Branch, the London & Middlesex Historical Society, the Urban League of London, and the North Talbot Community Association. Notice was published in *The Londoner* on August 31, 2023.

In accordance with Section 27(4), *Ontario Heritage Act*, consultation with the Community Advisory Committee on Planning (CACCP, the City's municipal heritage committee) is required before a property may be removed from the Register.

A Public Participation Meeting (PPM) will be held at the Planning and Environment Committee (PEC) at their meeting to be held on September 18, 2023.

## Conclusion

A request to remove the property located at 176 Piccadilly Street was received and a Cultural Heritage Evaluation Report (CHER) was prepared, including an evaluation of the property at 176 Piccadilly Street according to the criteria of *Ontario Regulation 9/06*, Criteria for Determining Cultural Heritage Value or Interest.

The CHER determined that the property at 176 Piccadilly Street only met one (1) of the criteria of *Ontario Regulation 9/06*, and therefore does not warrant designation pursuant

to the *Ontario Heritage Act*. Staff agree with the conclusions and recommendations of the CHER. The property should be removed from the Register of Cultural Heritage Resources.

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### **Appendices**

|            |  |
|------------|--|
| Appendix A | Property Location  |
| Appendix B | Images   |
| Appendix C | Excerpt from Cultural Heritage Inventory, North Talbot, London, Ontario (2020) |
| Appendix D | Cultural Heritage Evaluation Report (attached separately)                      |

### **Selected Sources**

Corporation of the City of London. *2023-2027 Strategic Plan*.  
Corporation of the City of London. Property file.  
Corporation of the City of London. *Register of Cultural Heritage Resources*. 2022.  
Corporation of the City of London. *The London Plan*. 2022 (consolidated).  
Land Registry Records.  
Ministry of Culture. *Ontario Heritage Toolkit: Heritage Property Evaluation*. 2006.  
*Ontario Heritage Act*. 2023, c. 21. Sched. 6.  
Common Bond Collective. Cultural Heritage Evaluation Report: 176 Piccadilly Street, London, August 14, 2023.

# Appendix A – Property Location



Figure 1: Location of the subject property at 176 Piccadilly Street.

**Appendix B – Images**



*Image 1: South elevation of the building on the subject property at 176 Piccadilly Street, May 2, 2022.*



*Image 2: West elevation of the building on the subject property at 176 Piccadilly Street, May 2, 2022.*





*Image 3: East elevation of the building on the subject property at 176 Piccadilly Street, May 2, 2022.*



*Image 4: North elevation of the building on the subject property at 176 Piccadilly Street, May 2, 2022.*



*Image 5: Awning on the south elevation of the building on the subject property at 176 Piccadilly Street, August 23, 2023.*



*Image 6: Awning on the south elevation of the building on the subject property at 176 Piccadilly Street, August 23, 2023.*



*Image 7: Buff brick chimney on the east side of the building on the subject property at 176 Piccadilly Street, August 23, 2023.*



*Image 8: Buff brick foundation and peeling paint on wood siding on the east elevation of the building on the subject property at 176 Piccadilly Street, August 23, 2023.*



*Image 9: South elevation of the building on the subject property at 176 Piccadilly Street, March 22, 2019.*



*Image 10: South elevation of the building on the subject property at 176 Piccadilly Street, October 25, 2016.*

## Appendix C – Excerpt from Cultural Heritage Inventory, North Talbot, London, Ontario (2020)

Cultural Heritage Inventory North Talbot,  
London, ON

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### 176 Piccadilly Street

**Cultural Heritage Status:** None

**Date of Construction:** Pre-1881

**Architect/Builder:** Unknown

**Sub-Area:** First Suburb



**Property Description:** This property consists of a one-storey wood cottage with a hipped roof, a symmetrical primary façade, and a small gable over the central, raised entry. It is located on the northeast corner of Piccadilly Street and St. George Street, immediately north of the Canadian Pacific Railway tracks.

**Property History:** Previous to the 1922 FIP this property appears to have also been referred to as 124 Talbot, however 176 Piccadilly does show up as early as 1881 in the City Directories. The 1881 City Directory lists carrier Martin Morkin followed by his widow, Margaret, between 1883-1889.

|                                     | Potential CHV | Rationale   |
|-------------------------------------|---------------|---|
| <b>Design/Physical Value</b>        | ✓             | The subject property is a representative example of an early-20th-century worker's cottage, including a central hall plan, a hipped roof, and a small gable over the central entry.                       |
| <b>Historical/Associative Value</b> |               | Further historical research may be required to determine significant or historic associations.  |
| <b>Contextual Value</b>             | ✓             | The property is a remnant of historic fabric, reflecting early residential development, on a portion of Piccadilly Street that has evolved to consist largely of parking areas and commercial properties. |

**Sources:** FIPs (1881 Rev. 1888, Sheet 29; 1915 Rev. 1922, Sheet 29); City of London and County of Middlesex Directory, J. Harrison White, 1881; The London and Middlesex County Directory, R.L. Polk & Co., 188-1890; London City & Middlesex County Directory, Migh's Directory Co., 1891-1895; Vernon's City of London Directory, 1915.



Figure 2: Cultural heritage assessment of the subject property at 176 Piccadilly Street, Cultural Heritage Inventory, North Talbot, London, Ontario (2020).

## **Appendix D – Cultural Heritage Evaluation Report**

Cultural Heritage Evaluation Report (Common Bond Collective, dated August 14, 2023)  
– *attached separately*