

Report to Community Advisory Committee on Planning

To: Chair and Members
Community Advisory Committee on Planning

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

Subject: Demolition Request for the Heritage Listed Property at 763-769 Dundas Street, Ward 4

Date: Wednesday, August 9, 2023

Recommendation

Approval of the demolition request for the heritage listed property at 763-769 Dundas Street is being recommended in response to a written request for demolition received by the City. Removal of the property from the Register of Cultural Heritage Resources is recommended. The property owner is encouraged to commemorate the history of the property in a future development.

Executive Summary

The subject property at 763-769 Dundas Street is listed on the Register of Cultural Heritage Resources. A demolition request has been received for the subject property, which triggers a formal review process pursuant to the requirements of the *Ontario Heritage Act* and the Council Policy Manual.

While the Cultural Heritage Evaluation Report (CHER) that was submitted as part of the demolition request determined that the subject property has met the minimum criteria for designation, staff have undertaken additional research and comparative analysis and disagree with its recommendation. Commemoration could celebrate the history of the property. Staff recommend that Municipal Council remove the subject property from the Register of Cultural Heritage Resources and allow the demolition to proceed.

Analysis

1.0 Background Information

1.1 Property Location

The property at 763-769 Dundas Street is located on the south side of Dundas Street, between Hewitt Street and Rectory Street (Appendix A). The property is located in the former London East, annexed by the City of London in 1885.

1.2 Cultural Heritage Status

The property at 763-769 Dundas Street is a heritage listed property. The property was identified as being of potential cultural heritage value or interest as part of a Cultural Heritage Assessment Report prepared for the Old East Village-Dundas Street Corridor Planning Study, and subsequently added to the Register of Cultural Heritage Resources by resolution of Municipal Council on March 26, 2019.

1.3 Description

The subject property at 763-769 Dundas Street is located within a portion of Dundas Street that is characterized by a commercial streetscape within the Old East Village consisting of attached and semi-attached two-storey structures, most dating from the 19th and early-20th centuries.

The building on the subject property consists of a two-storey commercial form with a low pitched hipped roof, clad with asphalt shingles. The building appears to have been constructed of masonry, likely buff brick, but has been heavily painted or covered in stucco. The main portion of the structure is rectangular in plan, however, various

additions have been constructed to the rear of the building, obscuring its original footprint.

The front (north) façade of the building consists of commercial storefronts on the first storey including recessed entryways and storefront glazing. The second storey is defined primarily by a fenestration pattern suggesting residential uses.

Further details related to the property can be found in Appendix C.

1.4 History

The Euro-Canadian history of the subject property first relates to the colonization of this area under the efforts of Lieutenant-Governor John Graves Simcoe in the construction of Dundas Street – leading from the Head of the Lake (present day Hamilton) to the Forks of the Thames River (present day London). This road, the Governor’s Road, eventually became Dundas Street (also Highway 2). Dundas Street is the first concession road of London Township.

The building on the subject property first appeared in the historical record beginning with the 1871-1872 City Directory, identified first as the “Forester’s Arms Hotel.” The 1872 Bird’s Eye View confirmed a building in this location, depicted at that time on the outskirts of the developed core of London (then in the independent Village of London East). By 1877, the property and hotel came under new ownership and was renamed the “Dew-Drop Inn.” A portion of the building was used as a butcher shop.

By 1888, the building on the subject property began undergoing various alterations and ceased to be used as a hotel based on the 1881, revised 1888 Fire Insurance Plan. In 1888, the building was used as a bakery.

The building’s form, as recorded in the 1892, revised 1907 Fire Insurance Plan, had been expanded westerly, to include the municipal address of 763 Dundas Street from its original footprint. Later, by the 1920s the property was being used for the services of a cobbler, an electrician, and as a hardware store.

A decade later, a portion of the property returned to its original use. Beginning in 1935, the western portion of the building re-opened as the “Queens Hotel” with the remainder of the building’s commercial units for “ladies wear” and a “cleaners”. The Queens Hotel operated in the building on the subject property from 1935 until 1982, with major exterior alterations completed sometime between 1955 and 1967.

Following the closure of the Queens Hotel, the building was converted for a restaurant use, operating as “Town and Country Saloon,” and later “Old East 765 Bar and Grill” which operated until February 2022.

The 767-769 Dundas Street portion of the building housed various commercial uses throughout the 20th century including a locksmith and laundromat.

For further details on the history and use of the property, please see Appendix C.

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 763-769 Dundas 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

4.1. Demolition Request

Written notice of intent to demolish the building at 763-769 Dundas Street, along with a Cultural Heritage Evaluation Report (CHER), was received as a complete application by the City on July 4, 2023. The subject property is owned by The Cross-Cultural Learner Centre.

Municipal Council must respond to a notice of intention to demolish a building or structure on a heritage-listed property within 60 days, or the request is deemed permitted. During this 60-day period, the Community Advisory Committee on Planning (CACP) is consulted, and pursuant to Council Policy, a public participation meeting is held at the Planning and Environment Committee (PEC).

The 60-day period for the demolition request for the property at 763-769 Dundas Street expires on September 2, 2023.

4.1.1 Cultural Heritage Evaluation Report (CHER)

A Cultural Heritage Evaluation Report (Stantec, dated May 2, 2023) was submitted as a part of the demolition request for the heritage listed subject property at 763-769 Dundas Street. The CHER included historic research, site photographs and description, and a cultural heritage evaluation of the property according to *Ontario Regulation 9/06*, Criteria for Determining Cultural Heritage Value or Interest.

The evaluation of the property included within the CHER determined that the property met 3 of the 9 criteria. A Statement of Cultural Heritage Value or Interest was prepared and heritage attributes identified within the CHER.

Table 1: Summary of Evaluation of the property at 763-769 Dundas Street

Criteria	Evaluation
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.	Yes

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 design value or physical 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, belief, 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.	Yes
9. The property has contextual value because it is a landmark.	No

Based on the evaluation, the criteria it has met are:

- Criteria 1: The property has design or physical value because it is a rare, unique, representative example of a style, type, expression, material or construction method.
 - *The structure at 763-769 Dundas Street is a rare example of a 19th century hotel in the City of London generally, and the former community of London East specifically. The hotel was built between 1864-1871 and is a modest and vernacular example of the George style. The roof pitch, massing, lack of ornamentation, and second storey fenestration is clearly inspired by George style hotels (Stantec, 2023).*
 - Staff agree that the property has design or physical value as it is a rare example of a 19th century hotel in the City of London.
- Criteria 4: The property has historical value or associative value because it has direct association with a theme, event, belief, person, activity, organization or institution that is significant to a community.
 - *The structure at 763-769 Dundas Street is historically associated with its use as a hotel between approximately 1864 and 1871 to between 1881 and 1888. Hotels, saloons, and taverns were important institutions in 19th century Ontario. It is likely that the hotels which operated at the structure not only provided lodging to travelers, but also played an important role in the social cohesion and public life of East London (Stantec, 2023).*
 - Staff do not agree that the property has historical or associate value related to its association as a hotel. While it operated as a hotel in London East, its 19th century use as a hotel was short-lived suggesting that it may not have played an important role in London East and was likely not significant to the community. In addition, the hotel on this property was not the only hotel located on Dundas Street, nor in London East.
- Criteria 8: The property has contextual value because it is physically, functionally, visually, or historically linked to its surroundings.
 - *The structure at 763-769 Dundas Street is located along Dundas Street, an important roadway in 19th and 20th century Ontario. The structure, as a former hotel, is historically and physically linked to its location on Dundas Street. Originally located at the eastern frontier of East London, the hotel*

was likely frequented by travelers coming from points east along Dundas Street (Stantec, 2023).

- Staff do not agree that the property is historically or physically linked to its location in a manner that meets the criteria. The hotel was located on Dundas Street, but is consistent with many of the other hotels located on Dundas Street.

Staff agree that the property meets one of the criteria (Criteria 1) but do not agree that the property meets Criteria 4 or Criteria 8. Staff do not agree that the property meets enough criteria to merit designation under the *Ontario Heritage Act*.

4.2 Comparison

To better understand the significance of this property, staff completed additional comparative analysis of properties of a similar age, form, style, historic use, and details included on the Register of Cultural Heritage Resources. The following properties were identified as some more representative examples of historic hotels within London. Photographs of a selection of these properties are included in Appendix B.

The following properties were identified as comparison properties (in no particular order):

- 44-48 Blackfriars Street, Blackfriars/Petersville HCD – Prince of Wales Hotel (c.1885);
- 122-126 Carling Street, Downtown HCD – Queen’s Hotel (Pre-1860);
- 1040 Commissioners Road West, heritage-listed property – Hermitage Club (1930);
- 203-205 Dundas Street, Downtown HCD – Hawthorne’s Hotel (c.1878);
- 268 Dundas Street, Downtown HCD – Horseman House, later Metropolitan Hotel (c.1888);
- 754 Dundas Street, heritage-listed property – Hicks Block/Hiscox Block (c.1877);
- 651-657 Richmond Street, heritage-listed property – CPR Hotel (c.1891);
- 332 Richmond Street, Downtown HCD – Grigg Hotel (1879);
- 370 Richmond Street, Downtown HCD – Richmond Hotel (1860);
- 723-727 Richmond Street, heritage-listed property, St. George and Dragon Hotel or Kincaid’s Hotel (c.1860);
- 355-359 Ridout Street North, Downtown HCD – Grand Central Hotel (c.1865);
- 360-366 Talbot Street, Downtown HCD – Bank Hotel (c.1870)
- 216 York Street, Downtown HCD – York Hotel (c.1870)

When compared to other historic hotels within London, the built resource on the subject property at 763-769 Dundas Street does not demonstrate a high degree of heritage integrity in comparison to other remnant historic hotels in London. Better representative examples of this historic use, form, and details can be found elsewhere on Dundas Street, London East, and London in general, including properties that are listed on the Register of Cultural Heritage Resources or designated pursuant to the *Ontario Heritage Act*. Staff are not convinced that the subject property is “significant” when considered in comparison to other historic hotels in London and therefore not warranting designation under the *Ontario Heritage Act*.

4.3 Consultation

As per Council Policy for the demolition of buildings or structures on heritage listed properties, notification of the demolition request was sent to property owners within 120m of the subject property, as well as community groups and interested parties including the Architectural Conservancy Ontario – London Region Branch, the London & Middlesex Historical Society, the Urban League of London, the Old East Village Community Association, and the Old East Village Business Improvement Association. Notice was also published in *The Londoner*.

A Public Participation Meeting (PPM) will be held at the Planning and Environment Committee (PEC) at their meeting to be held on August 14, 2023.

Conclusion

A written intention to demolish the heritage listed property at 763-769 Dundas Street was received by the City. Although the property has an interesting history as a hotel on Dundas Street, staff do not agree that the property warrants designation pursuant to the *Ontario Heritage Act*. Better representative examples of historic hotels including their use, form, and details can be found elsewhere in London. The remaining extant historic hotels are better candidates for designation pursuant to the *Ontario Heritage Act*.

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Appendices

Appendix A Property Location

Appendix B Images

Appendix C Heritage Impact Assessment – Stantec (May 2, 2023)

Selected Sources

ASI. *Old East Village-Dundas Street Corridor Secondary Plan Cultural Heritage Assessment*. March 4, 2019.

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).

Lewis, Patrick. *Hotels of London*. Unpublished manuscript.

Ministry of Culture. *Ontario heritage Toolkit: Heritage Property Evaluation*. 2006.
Ontario Heritage Act. 2023, c. 21, Sched. 6.

Appendix A – Property Location

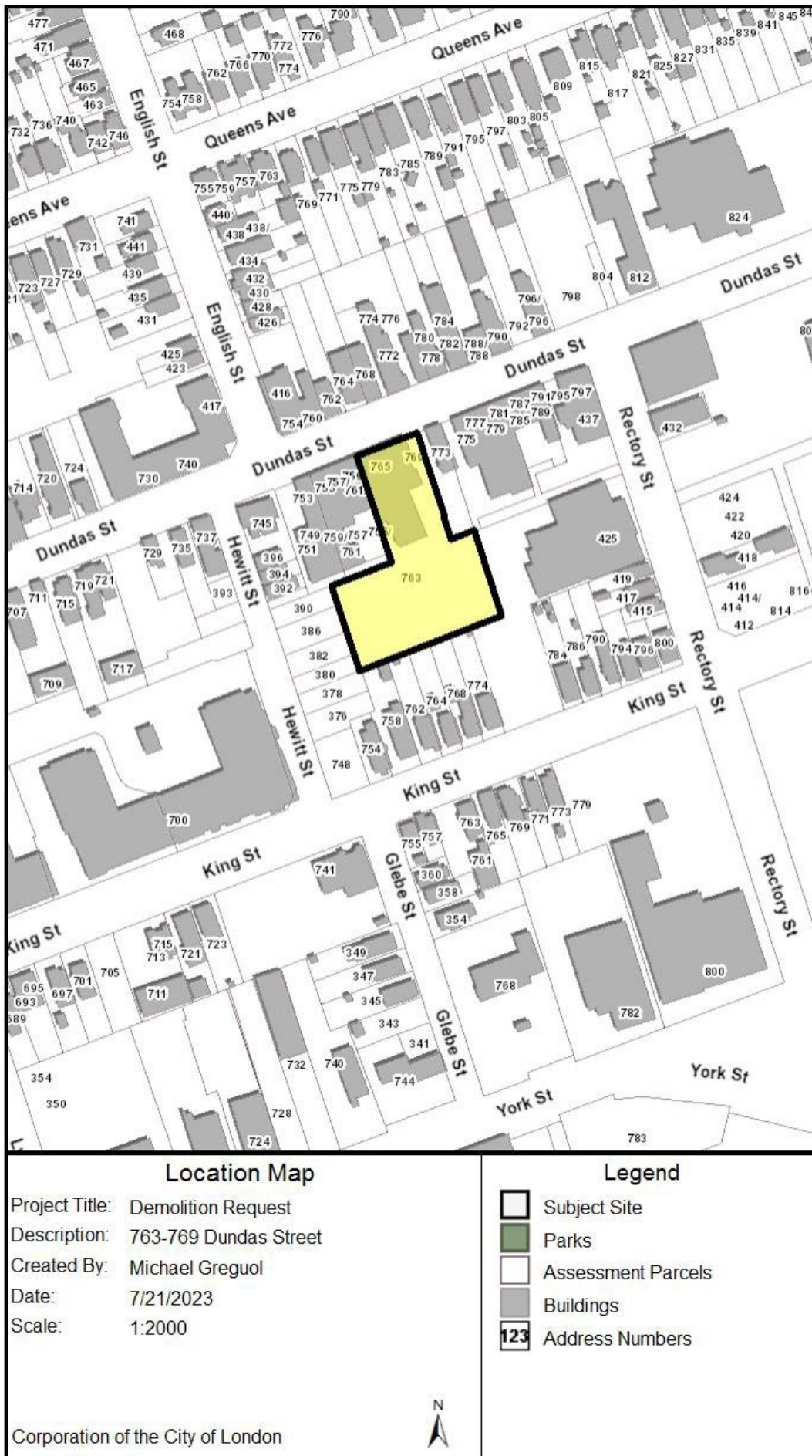


Figure 1: Property Location Map showing the location of the subject property at 763-769 Dundas Street.

Appendix B – Images



Image 1: Photograph showing the front (north) façade of the property located at 763-769 Dundas Street.



Image 2: Photograph showing the front (north) façade of the property located at 763-769 Dundas Street.



Image 3: Photograph showing the front (north) façade of the property located at 763-769 Dundas Street.



Image 4: Photograph showing the altered first storey of the property located at 763-769 Dundas Street.



Image 5: Photograph showing the heritage listed property at 754 Dundas Street, the former Hicks Block/Hiscox Block (c.1877). Note, the rear addition at left, fronting onto English Street was used as a hotel as a part of the larger block on Dundas Street.



Image 6: Photograph showing the heritage designated property located at 122-126 Carling Street (Queen's Hotel, c.1860), located within the Downtown Heritage Conservation District.



Image 7: Photograph showing the heritage designated property at 332 Richmond Street (Grigg Hotel, c. 1879) located within the Downtown Heritage Conservation District.



Image 8: Photograph showing the heritage designated property at 360-366 Talbot Street (Bank Hotel, c. 1870), located within the Downtown Heritage Conservation District.



Image 9: Photograph showing the heritage designated property located at 216 York Street (York Hotel, c.1870) located within the Downtown Heritage Conservation District.



Image 10: Photograph showing the heritage designated property at 268 Dundas Street (Hawthorne's Hotel, c. 1888) located within the Downtown Heritage Conservation District.



Image 11: Photograph of the heritage designated property at 268 Dundas Street (Horseman House, c. 1888) located within the Downtown Heritage Conservation District.



Image 12: Photograph of the heritage designated property located at 355-259 Ridout Street North (Grand Central Hotel, c.1865) located within the Downtown Heritage Conservation District.



Image 13: Photograph of the heritage designated property at 370 Richmond Street (Richmond Hotel, c. 1860), located within the Downtown Heritage Conservation District.



Image 14: Photograph of the heritage listed property located at 651-657 Richmond Street (CPR Hotel, c. 1891).



Image 15: Photograph of the heritage designated property located at 44-48 Blackfriars Street (Prince of Wales Hotel, c.1885), in the Blackfriars/Petersville Heritage Conservation District.



Image 16: Photograph of the heritage-listed property located at 1040 Commissioners Road West (Hermitage Club, 1930).

Appendix C – Cultural Heritage Evaluation Report - Stantec

Stantec, *Heritage Impact Assessment: 763-769 Dundas Street, London, Ontario* (May 2, 2023) [attached separately].