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13 NEI bp/Chuck Parker

TO:	CHAIR AND MEMBERS - PLANNING AND ENVIRONMENT COMMITTEE MEETING ON Tuesday, March 25, 2014
FROM:	JOHN FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER
SUBJECT:	BLACKFRIARS/PETERSVILLE HERITAGE CONSERVATION DISTRICT DRAFT PLAN AND CONSERVATION GUIDELINES

RECOMMENDATION

That, on the recommendation of the Managing Director, Planning and City Planner, the attached Draft Plan and Conservation Guidelines for the Blackfriars/Petersville Heritage Conservation District **BE RECEIVED**, and circulated to the public, landowners, agencies, the Blackfriars/Petersville HCD Steering Committee and LACH for review and comment.

IT BEING NOTED that prior to final approval of the Blackfriars/Petersville Heritage Conservation District Plan and Conservation Guidelines another neighbourhood public information meeting is being held with the community to solicit input on the draft Plan and Conservation Guidelines.

IT BEING FURTHER NOTED that a review of the Official Plan and Zoning By-law, specifically the Residential R2 zone variation applied to properties within the study area, is underway to address issues related to intensification within areas that are susceptible to flood events.

PREVIOUS REPORTS PERTINENT TO THIS MATTER
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| 1. Tuesday, April 23, 2013 | Presentation to PEC |
| 2. Tuesday, May 7, 2013 | Planning Report to PEC on Options |
| 3. Tuesday, May 14, 2013 | Report to Special PEC Meeting |
| 4. Tuesday, August 20, 2013 | Notice of Appeal Report to PEC |
| 5. Tuesday, December 10, 2013 | Planning Report to PEC on Draft HCD Background Study including Boundary |

BACKGROUND

The Heritage Conservation District Process

As with all heritage conservation districts in the City, this process was initiated by Municipal Council in response to a neighbourhood request outlined in a letter to Council in relation to recent development activity in the community. On April 23, 2013 PEC heard a presentation from the City Planner on the extent of development activity occurring in the neighbourhood. As a result on April 30, 2013 Council resolved;

15. *That, the following actions be taken with respect to the verbal presentation from the Managing Director, Planning and City Planner and the Manager, Development*

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Figure 1 – Study Area



Agenda Item #	Page #

13 NEI bp/Chuck Parker

Services & Planning Liaison and the communication, from K. and D. Bice, 2 Leslie Street, relating to Blackfriars community infill projects:

- a) *the Civic Administration **BE DIRECTED** to report back at the May 7, 2013 meeting of the Planning and Environment Committee with respect to the implementation of an Interim Control By-law for the area;*
- b) *the Civic Administration **BE DIRECTED** to report back at a future meeting of the Planning and Environment Committee with respect to the initiation of a City lead rezoning of the subject area from an R2 Zone to an R1 Zone;*
- c) *the request for a Heritage Conservation District **BE PRIORITIZED** on the list of Heritage Conservation Districts that will incorporate heritage character design guidelines;*
- d) *a public site plan meeting regarding the site plan application for 108 Wilson Avenue **BE HELD**;*
- e) *a by-law **BE INTRODUCED** at the May 14, 2013 Municipal Council meeting, to amend By-law No. C.P.-1455-541, a by-law to designate a site plan control area and to delegate Council's power under section 41 of the Planning Act, R.S.O. 1990, c.P.13 with respect to an application for site plan approval submitted by Andrew Hines for the property located at 108 Wilson Avenue;*
- f) *the Civic Administration **BE DIRECTED** to consult with representatives from the Upper Thames River Conservation Authority and the Ministry of Natural Resources;*
- g) *K. Bice, on behalf of area residents, **BE GRANTED** delegation status when the Civic Administration reports back to the Planning and Environment Committee on this matter;*
- h) *the Civic Administration **BE DIRECTED** to report back to the Planning and Environment Committee with respect to establishing a requirement for a public site plan process for any application where the proposed infill development proposes a change in use and/or structure that is different from what currently exists on the site, regardless of whether or not the use is permitted under the current zoning; and*
- i) *the Civic Administration **BE DIRECTED** to include in the report noted in a) above, information relating to the recent court decisions regarding "Lodging House" uses. (2013-D04) (AS AMENDED) (15/9/PEC)*

In response to the resolution Planning staff submitted a report to PEC on May 7, 2013 and a report to LACH on May 8, 2013. Following a special PEC meeting on May 14, 2013 Council resolved;

- 2. *That, the following actions be taken with respect to the 6th Report of the London Advisory Committee on Heritage (LACH) from its meeting held on May 8, 2013:*
 - a) *on the recommendation of the Managing Director, Planning and City Planner, with the concurrence of the Heritage Planner, the Blackfriars/Petersville Neighbourhood **BE PRIORITIZED** as the next potential Heritage Conservation District on the list of potential Heritage Conservation Districts (Heritage Places: A Description of Potential Heritage Conservation Areas in the City of London, 1993);*
 - b) *a study of the Blackfriars/Petersville Neighbourhood **BE UNDERTAKEN** for the purpose of designating a heritage conservation district in accordance with the Terms of Reference appended as Schedule "B" of the staff report dated May 8, 2013; and,*

Agenda Item #	Page #

13 NEI bp/Chuck Parker

- c) *subject to the approval of parts a) and b), above, the attached, revised, by-law to designate the Blackfriars/Petersville Neighbourhood heritage conservation study area **BE INTRODUCED** at the Municipal Council meeting to be held on May 14, 2013, to designate a heritage conservation district study area for the Blackfriars/Petersville neighbourhood;*

it being noted that the London Advisory Committee on Heritage (LACH) reviewed and received a Report, dated May 8, 2013, from the Managing Director, Planning and City Planner, and heard a verbal delegation from G. Barrett, Manager, Policy Planning and Programs, with respect to this matter;

Following the resolution Planning Staff started the process of hiring a consultant (Clause (b)) to complete both the Heritage Conservation District Background Study (Phase 1) and Heritage Conservation District Plan (Phase 2). Five submissions of interest were received in response to the Request for Proposals. Interviews and assessments were held and Golder Associates were selected on August 1, 2013 to complete both the study and final plan. The project team includes;

David Waverman	Project Manager/LA	Golder Associates Ltd.
Nancy Tausky	Historian	Tausky Heritage Consultants
Hillary Neary	Researcher	Tausky Heritage Consultants
Don Loucks	Heritage Architect	IBI Group
Michael Gregoul	Cultural Heritage Specialist	Golder Associates Ltd
Christopher Andreae	Built Heritage Specialist	Golder Associates Ltd
Marcus Letourneau	Cultural Heritage Specialist	Golder Associates Ltd
Rebecca Robinson	Landscape Architect	Golder Associates Ltd
Kyle Gonyou	Cultural Heritage Specialist	Golder Associates Ltd
Glenn Scheels	Urban Planner	GSP Group Inc.
Andrew Morgan	Urban Planner	GSP Group Inc.

The City initially established the study area boundary for the consultant to review for possible Heritage Conservation District status. The boundary is consistent with the area identified as the candidate West London Special Policy Area, and is encompassed by the regulatory floodline (1937 flood event) (Figure 1).

This study is being undertaken in a compressed timeframe, as the area is subject to a one year limitation on development as the heritage study is underway. This holding by-law was appealed to the Ontario Municipal Board but has now been withdrawn.

An initial start-up meeting with the consultants was held on August 20, 2013. The first initiative was the formation of a Steering Committee to work with the Consultant in the preparation of the Blackfriars/Petersville Heritage Conservation District Study and Plan. Steering Committee members include:

John Manness	Member of LACH
Oliver Hobson	Member of LACH
Judy Bryant	Ward Councillor
Kevin Bice	Resident
Jan Delaney	Resident
Charlene Doak- Gebauer	Resident
Louise Tamblyn	Resident
Joe McCarthy	Resident
Julie Anne Baskette	Resident
Mike Bloxam	Resident

On September 16, 2013 the first public meeting was held at St. Georges Anglican Church to introduce the consultants to the neighbourhood, to outline the process for completing the background study, to request information from area residents and to answer any questions. Approximately 35 people attended.

Agenda Item #	Page #

13 NEI bp/Chuck Parker

On October 30, 2013 a second public meeting was held with the community at St. George's Anglican Church. At this meeting the consultants provided a status report to the community on the Background Study and provided preliminary opinions and recommendations for a proposed HCD boundary. Approximately 50-75 people attended.

On November 29, 2013 a public notice was sent to property owners and on December 10, 2013 a public meeting was held which included the tabling of the Draft Blackfriars/Petersville Heritage Conservation District Background Study and included a recommendation on a proposed HCD boundary. The Council resolution of December 17, 2013 states:

10. *That, on the recommendation of the Managing Director, Planning and City Planner, the following actions regarding the draft Blackfriars/Petersville Background Study BE TAKEN:*

- a) *the proposed Heritage Conservation District boundary, as appended to the staff report dated December 10, 2013 as Figure 2, BE ENDORSED and that a Heritage Conservation District Plan and Guidelines be prepared for the area;*
- b) *the draft Background Study BE RECEIVED, and circulated to the public, landowners, agencies, the Blackfriars/Petersville HCD Steering Committee and the London Advisory Committee on Heritage for review and comment; and,*
- c) *prior to final approval of the Blackfriars/Petersville Heritage Conservation District Plan, a public information meeting BE HELD with the community to solicit input on the draft Plan and Conservation Guidelines;*

it being noted that a review of the current Residential R2 zone variation applied to properties within the study area is underway to address issues related to intensification within areas that are susceptible to flood events;

Since December 2013 the consultants have been preparing the Draft Plan and draft Conservation Guidelines.

On February 12, 2014 the consultants held the third public meeting to introduce the draft Plan and Conservation Guidelines to the neighbourhood. Approximately 40-45 people attended. A lively discussion ensued covering issues such as the need for an HCD west of Wharncliffe Road; if not, what approaches could be used to deal with development in the area; the use of individual designation under Part IV of the *Ontario Heritage Act* and the degree of "firmness" of any Conservation Guidelines for the neighbourhood.

Purpose and Importance of the HCD Plan and Conservation Guidelines

Once the heritage value of the area has been established through consideration of criteria in the *Ontario Heritage Act*, the Plan and Guidelines are intended to guide any future change in the area by protecting and enhancing those elements which make it significant. Goals included in the Draft Plan include;

1. *To acknowledge, protect, and enhance Blackfriars-Petersville's cultural heritage value and interest including contributing heritage resources such as structures, streetscapes, landmarks and landscape features and understand the valuable contribution they make to the area.*
2. *To encourage the conservation of contributing heritage resources including buildings, landmarks, and other structures that contribute to the cultural heritage value of the district.*
3. *To encourage the retention and maintenance of the area's significant streetscape and landscape features that contribute to the area's cultural heritage value.*

Agenda Item #	Page #

13 NEI bp/Chuck Parker

The *Ontario Heritage Act* considers heritage conservation as development. Heritage conservation is now understood as not just a curated collection of buildings; it is a management framework that involves on-going investment and work. Indeed, there are many benefits to conserving cultural heritage, including:

- Heritage conservation fosters community revitalization;
- Heritage conservation encourages cultural heritage tourism;
- Heritage conservation enhances property values;
- Heritage conservation creates jobs and develops skills;
- Heritage conservation fosters a sense of place, encouraging distinct and attractive areas for residents, workers, and visitors;
- Heritage conservation enhances local cultural life; and,
- Heritage conservation is sustainable.

A Heritage Conservation District Plan and Guideline provides strategies for fostering the community’s cultural values and delineates important heritage attributes. The Heritage Conservation District Plan and Guidelines emphasizes integration with municipal planning policies and processes, as well as providing opportunities to revisit and revise the Heritage Conservation District Plan and Guidelines to address issues.

The designation of the Blackfriars/Petersville area as a Heritage Conservation District does not stop or prevent change, planning policies and planning instruments (eg. Zoning) enforced by City staff and Council do. It only adds an extra layer of consideration to any proposed change.

Nature of the Draft Plan and Conservation Guidelines

Some of the highlights include:

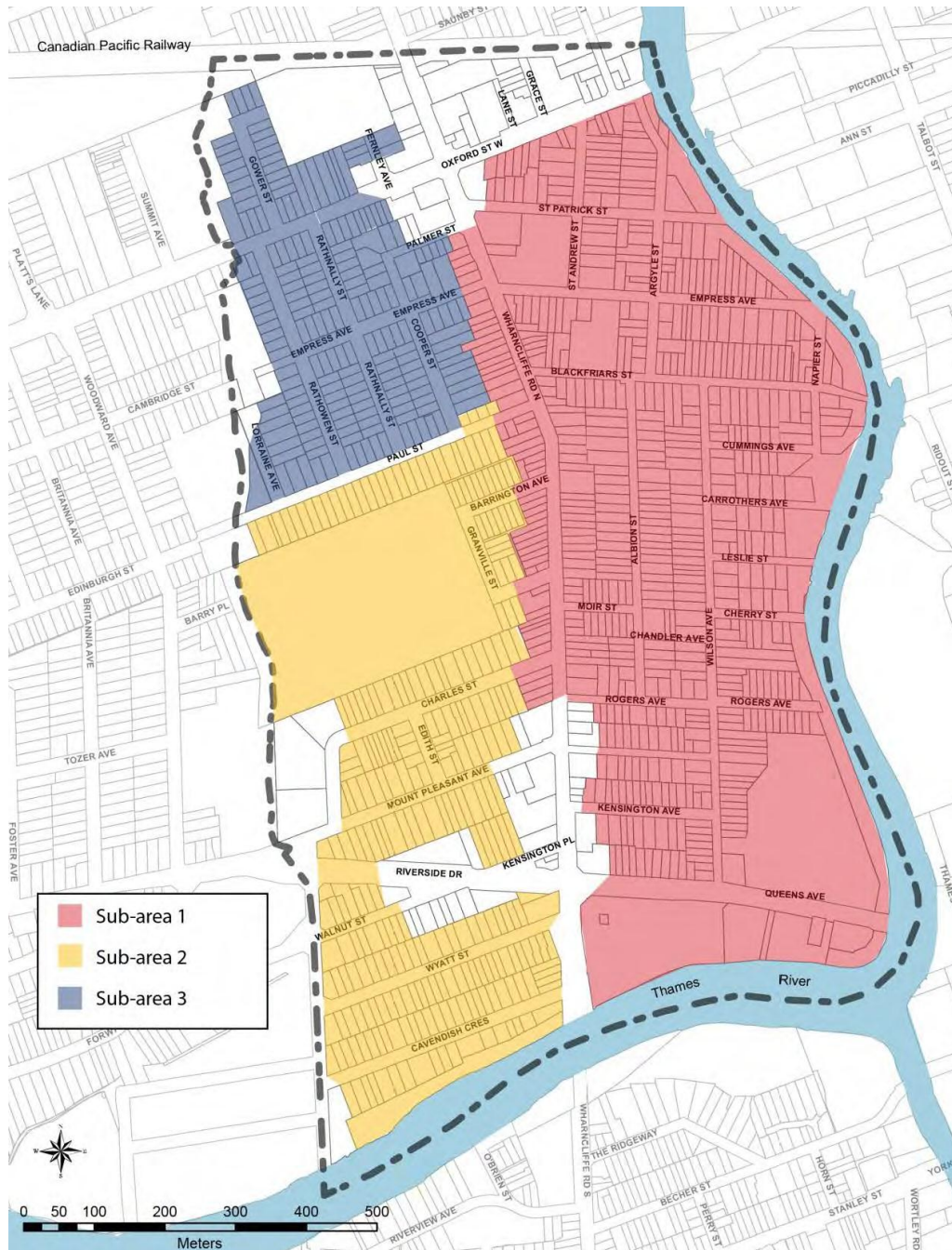
- The recommended heritage conservation district only applies to the east side of Wharncliffe Road North (except the newer commercial uses) and a strip of properties on the west side of Wharncliffe Road north of Mount Pleasant;
- Both the Dundas and Blackfriars Bridges are included in the proposed HCD;
- Separate policies are provided for Contributing and Non-Contributing Heritage Resources;
- The conservation guidelines provide direction on roofs and roof accessories, chimneys and parapet walls, gables/dormers, soffits and fascias, exterior walls, cast stone and concrete, wooden siding, stucco, porches and verandahs, doors and windows, shutters, awnings, foundations, decorative trim and details, paint and colour and utility and service connections.
- The conservation guidelines also include hardscape (streets, off-street parking, signage, street furniture and street lighting) and softscape (residential trees, street trees and landscaped and/or grassed boulevards) cultural heritage landscape conservation and design guidelines.
- Two character statements have been prepared for properties west of Wharncliffe Road (one for the concentration of “Victory Housing” to the north and the other for the mixed housing area to the south). (see Figure 2)

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Reason for Technical Memo for Blackfriars/Petersville Study Area

Through the preparation of the HCD Background Study the historic, architectural, visual, and planning contexts evaluated across each sub-area indicated that a refined portion of the original Study Area warranted designation as a Heritage Conservation District. As a result, only sub-area 1 (east of Wharncliffe Road North and the west side of Wharncliffe Road North north of Mt. Pleasant) was recommended for designation as a Heritage Conservation District by the Study. The HCD Study, however, did recognize that sub-areas 2 and 3 (see below) have a distinguishable character. Because the challenges and concerns related to residential intensification are present here, it appeared prudent to address the preservation of the character of these areas.

Figure 2 – Recommended HCD and Character Areas



Agenda Item #	Page #

13 NEI bp/Chuck Parker

Recommendations

The attached Draft Plan and Draft Conservation Guidelines are appropriate to circulate for public review. At the public meeting on February 12th some of the key components of the Plan were discussed with the neighbourhood. Particular emphasis was placed on the importance of the Conservation Guidelines in future. The consultants and staff indicated that the community largely determines the rigidity, format and nature of the guidelines and how they are applied.

The neighbourhood requested at that time, because of the compressed study timeline, that the draft Plan and conservation guidelines be circulated as soon as possible so they can review them. To meet City deadlines the draft Plan and Conservation Guidelines need to be submitted by April 7th, four days following the neighbourhood public meeting. To this end they have been loaded on the City website in advance of the PEC meeting so that the neighbourhood will have sufficient time to review them.

Blackfriars/Petersville HCD Project Timeline

A third neighbourhood public meeting will be held in the area once the Committee has given direction to circulate. It is expected to be held the first week of April. As well, further meetings with the Steering Committee and LACH are necessary as part of this stage of the process. Tentatively, we are expecting to go to LACH on March 12th. A final statutory public meeting before PEC will occur in late April or early May.

It is expected that the Blackfriars/Petersville Heritage Conservation District Background Study, Plan and Conservation Guidelines, and associated Official Plan Amendments, will be completed and adopted by Council before the holding by-law expires in June 2014.

PREPARED BY:	SUBMITTED BY:
W. J. CHARLES PARKER SENIOR PLANNER PLANNING POLICY & PROGRAMS	GREGG BARRETT, AICP MANAGER PLANNING POLICY AND PROGRAMS
RECOMMENDED BY:	
JOHN FLEMING, MCIP, RPP MANAGING DIRECTOR, PLANNING AND CITY PLANNER	

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March 10, 2014