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13 NEI bp/OZ-8295  
Chuck Parker

<b>TO:</b>	<b>CHAIR AND MEMBERS PLANNING &amp; ENVIRONMENT COMMITTEE</b>
<b>FROM:</b>	<b>JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER</b>
<b>SUBJECT:</b>	<b>CITY OF LONDON OFFICIAL PLAN REVIEW  BLACKFRIARS/PETERSVILLE HERITAGE CONSERVATION DISTRICT PLAN AND CONSERVATION GUIDELINES AND OFFICIAL PLAN AMENDMENTS TO IMPLEMENT DISTRICT  PUBLIC PARTICIPATION MEETING ON Tuesday, April 29, 2014 not before 5:30 p.m.</b>

<b>RECOMMENDATION</b>
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That, on the recommendation of the Managing Director, Planning and City Planner, based on the direction given by Municipal Council on May 14, 2013 and the subsequent Official Plan review initiated by the City of London relating to the creation of a Blackfriars/Petersville Heritage Conservation District:

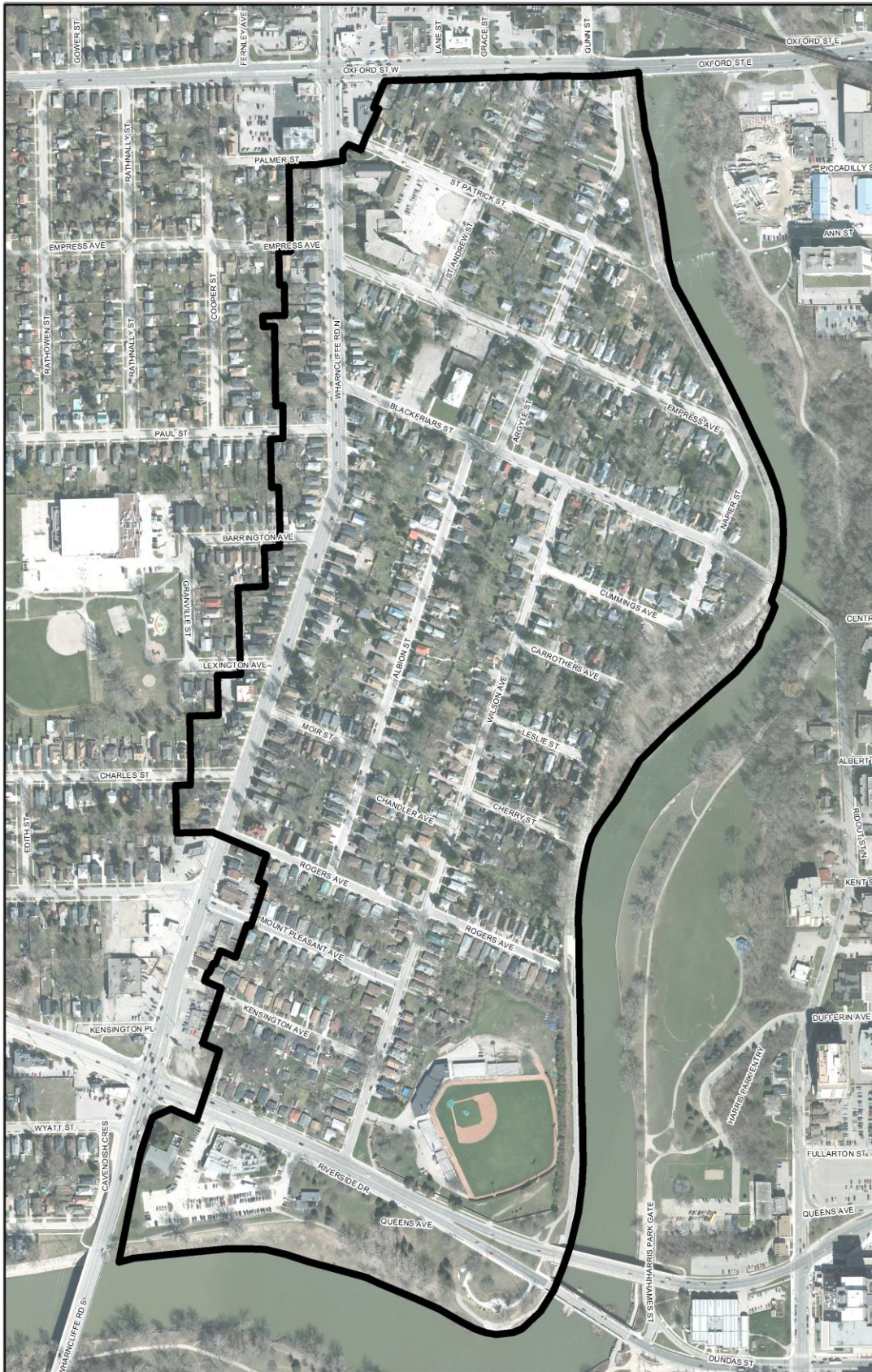
- (a) The proposed by-law attached hereto as Appendix "A" **BE INTRODUCED** at the Municipal Council meeting on May 6, 2014 to designate the Blackfriars/Petersville Heritage Conservation District under Part V (Section 41.(1)) of the Ontario Heritage Act (Schedule "1") and adopt the Blackfriars/Petersville Heritage Conservation District Plan (Schedule "2") under Section 41.1(1) of the Ontario Heritage Act;
- (b) The proposed by-law attached hereto as Appendix "B" **BE INTRODUCED** at the Municipal Council meeting on May 6, 2014 to amend Section 13.3.5 (Implementation-Heritage Conservation District Plans) and Section 13.3.8 (Specific Heritage Conservation Districts) of the Official Plan to identify, add a character statement and add policies to include the Blackfriars/Petersville Heritage Conservation District and amend Chapter 13 (Properties of Cultural Heritage Value or Interest Policies) to add a new Figure 13- \_ which all provide justification for establishment of the District and identify important heritage attributes worthy of retention within the boundaries of the District.
- (c) That Council **ADOPT** the final Blackfriars/Petersville Heritage Conservation District Background Study ( see attached )which will serve as the justification for the establishment of the Heritage Conservation District.
- (d) That Council **ADOPT** the final Blackfriars/Petersville West Guideline Document ( see attached)which will serve as a guideline document under Section 19.2.2 of the Official Plan to be used to evaluate any future development on lands west of Wharncliffe Road North within the study area but not included in the heritage conservation district.

<b>PREVIOUS REPORTS PERTINENT TO THIS MATTER</b>
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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    |

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**Blackfriars-Petersville  
Heritage Conservation  
District**



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- 5. Tuesday, December 10, 2013 Report on Potential HCD Boundary to PEC
- 6. Tuesday, March 25, 2014 Report to PEC on Draft Plan and Conservation Guidelines

**PURPOSE AND EFFECT OF RECOMMENDED ACTION**

To approve and implement the Blackfriars/Petersville Heritage Conservation District, the fifth residential district in the City.

**RATIONALE**

- 1. The recommended Heritage Conservation District meets the criteria for designation under the *Ontario Heritage Act* and City of London Official Plan.

**BACKGROUND**

**Heritage Conservation Districts in the City of London**

Part V of the Ontario Heritage Act (2005) enables municipal councils to create, by by-law, in consultation with the London Advisory Committee on Heritage (LACH), one or more areas of a municipality for designation as heritage conservation districts. Such a designation enables the municipality to protect groups of properties that, collectively, represent a certain aspect of the development of the municipality considered worthy of preservation. The creation of such districts allows municipalities to manage change and development within the area so as to protect and enhance the heritage character there. Section 13.3 of the City of London Official Plan provides for the designation of heritage conservation districts in London under Part V of the Ontario Heritage Act and provides some detail relating to the process that is to be followed for such designation. Under these policies four residential areas of London have been designated as heritage conservation districts: East Woodfield (1993), Bishop Hellmuth (2003), Old East Village (2006) and West Woodfield (2009) and one commercial area Downtown (2012). The Wortley Village-Old South HCD is also currently in progress with expected completion in 2014.

The City's Guideline document, *Heritage Places* (1993), identified Petersville as a potential heritage conservation district. This report served as a guideline document to the 1989 Official Plan and identified a number of inner city areas which should be considered for potential heritage conservation districts, consistent with policies in Section 19.2.2 (k) and 13.3 of the Official Plan and revised policies in the *Ontario Heritage Act*. One of the areas identified was Petersville which comprised the east portion of the study area, east of Wharncliffe Road, particularly along the Thames River corridor. Some history, architectural history, urban design, land use and zoning justification was provided to justify its inclusion in the potential list.

In 1993 a more specific heritage study of the area was undertaken. The *Petersville Neighbourhood Project* (Report to Council February 21, 1994) was largely a heritage/urban design study undertaken by various professionals in response to an invitation from Council and Local Architectural Conservation Advisory Committee (LACAC now LACH). It included a public process and was largely supported by the neighbourhood. It was initiated in response to the recent approval of the East Woodfield Heritage Conservation District and development of the *Heritage Places* document. There were 57 recommendations made primarily to improve the aesthetics and facilities in the neighbourhood. There was no specific recommendation to create a heritage conservation district but recommendation #57 stated that;

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*“The City of London and the neighbourhood should declare a desire and commitment to preserve the character of the neighbourhood. This report should be used as a guide to fulfill the desire and commitment of the City and the neighbourhood to preserve the character of Petersville.”*

In 1999 the *Potential Heritage Conservation District Priority List* report was prepared by planning staff for LACH’s review and addressed implementation of heritage conservation districts and the Heritage Places document. It was always intended that community groups would initiate the HCD process and it was always anticipated that areas would move up and down the priority list based on public interest. At that time the report listed Petersville as #13 on the list. The list was intended to serve as a future priority list for Council consideration. Any public requests for changes to the priority were intended to be vetted through LACH and Council.

### **The Blackfriars/Petersville 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. Citizen concerns about recent development activity in the community were outlined in a letter to Council. 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 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 led rezoning of the subject area from a R2 Zone to a 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 designated 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*

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*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,*
- 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 and Conservation Guidelines (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	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 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 which is consistent with the regulatory floodline (1937 flood event).

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This study is being undertaken in a compressed timeframe, as the area is subject to a one year limitation on development (By-law No. LSP 3431-177) as the heritage study is underway. The By-law terminates on June 6, 2014.

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

On October 30, 2013 a second neighbourhood public meeting, following notice to all property owners, was held with the community at St. George's Anglican Church. This meeting provided a status report from the consultants to the community and included the consultants' 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 involved 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 neighbourhood public meeting to introduce the draft Plan and Conservation Guidelines to the neighbourhood. Approximately 40-45 people

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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.

On March 25, 2014 Planning and Environment Committee received the Draft Blackfriars/Petersville Heritage Conservation District Plan and Conservation Guidelines and directed that they be circulated for public, agency and other City Department review.

On April 2, 2014 the consultants and Planning staff held an interactive public workshop which concentrated on the proposed conservation guidelines. Approximately 35 people attended.

### **The Public Process**

In addition to the three neighbourhood public meetings and public workshop, a number of individual notices and Living in the City notices have been provided to the 1357 residents and those within 120 metres of the study area boundary. Letters were sent October 17, 2013; November 29, 2013, January 31, 2014 and March 19, 2014 and Living in the City notices were provided October 23, 2013, November 22, 2013 and April 10, 2014. All reports and meeting material is provided on the City’s website at <http://www.london.ca/business/Planning-Development/land-use-applications/Pages/blackfriars-petersville-study.aspx>. Planning staff, the ward councillor and the consultants have also worked closely with the neighbourhood association and any interested property owner.

### **Comments Received**

All of the written and e-mailed comments are attached.

Comments were received from both residents, who want to protect and enhance the area and prevent out-of-scale development, and absentee landlords to want to protect their investment and take full advantage of the existing zoning in place.

The biggest issue raised through the process was the extent of any proposed heritage conservation district. The consultants felt that the recommended boundary met the criteria in the *Ontario Heritage Act* and the City of London Official Plan and could be defended based on these criteria. Some residents on the west side of Wharncliffe Road felt they should be included. The consultants felt that the two character areas on west side of Wharncliffe Road didn’t quite meet the criteria in the *Ontario Heritage Act* and could not be justified for inclusion.

Instead the consultants provided a document (Blackfriars/Petersville West Guideline Document) which included criteria for reviewing any applications or changes in the neighbourhood. These criteria can be used to assess any change in the area. These criteria are just guidelines and require the co-operation of the landowner to comply.

### **The Purpose and Importance of the Blackfriars/Petersville Heritage Conservation District 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 future changes in the area by protecting and enhancing those elements which make it significant. **Goals** included in the 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.*

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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.*

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 encourage, manage and shape change.*** It simply adds an extra level of consideration to any proposed change occurring in the neighbourhood.

### **Features of the Heritage Conservation District Plan and Conservation Guidelines**

The Blackfriars/Petersville Heritage Conservation District Plan includes goals and objectives, principles, a review of municipal policies, new heritage conservation district policies, a description of the heritage alteration permit process and a description of HCD implementing features which include design guidelines.

Some of the highlights include:

- The recommended heritage conservation district 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 Kensington (Dundas/Riverside) and Blackfriars Bridges are included in the proposed HCD (see Figure 2 in the Plan);
- 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.



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- 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.
- In the Blackfriars/Petersville West Guideline Document 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).

One of the unique features of the Plan is Figure 3 which identifies on a map the properties which are contributing and non-contributing to the heritage character of the Blackfriars/Petersville neighbourhood. The Plan also includes policies for both types. Another unique feature of the Plan is that for the first time, it includes bridges, both the Blackfriars and Kensington Bridge are within the boundaries of the HCD (see Figure 2 of the Plan).

## **The Heritage Character of Blackfriars/Petersville**

### **Heritage Character Statement**

The Blackfriars-Petersville Heritage Conservation District has a long tradition as a suburban landscape within the City of London. **Historically** an independent village, the area has a history of individual identity within London. The area’s heritage attributes illustrate the area’s heritage values.

From the earliest surveys and settlers, the Blackfriars-Petersville area has had an intimate relationship with the flood plain in which it resides. Home to some of the City’s richest alluvial soil, the area has both benefitted and suffered as a result of its proximity to the North Branch of the Thames River. Initially settled by a small collection of individual families in the early nineteenth century, the initial subdivision of properties and extensive surveying resulted in the creation of some of London’s earliest suburban areas. Incorporated first as Petersville, later as London West and eventually annexed as part of London, the proposed Blackfriars-Petersville Heritage Conservation District was home to the area’s working-class who settled on the small lots within close proximity and danger of the river. The area’s early suburban settlers are most evident today by the various renditions and mixes of 1 and 1 ½ storey Ontario cottage homes and similar styles spread throughout the narrow streets that have survived the most destructive and fatal floods of 1883 and 1937.

**Architecturally**, the HCD exhibits a continuity of change based on a variation of working-class housing that was built predominantly from the 1880s to the 1930s. The majority of architectural forms and styles are of the vernacular Ontario cottage style with various renditions and features. The homes within the HCD are reflective of modest, economical home building in the late-19th and early-20th centuries.

Amongst the modest residential dwellings remain a collection of **landmarks** that have continued to be landmark features of the area. The Blackfriars Bridge has served as the earliest bridged water crossing into London from its western neighbours and later suburbs. Wharncliffe Road, an initial highway for early settlers, served as an important link to settlements and for commerce in the area. The former Empress Avenue School and St. George’s Anglican Church remain as institutional landmarks within the district. Labatt Park continues to operate as one of the oldest continually operating baseball grounds in the world.

The **streetscape character** is largely defined by long view sheds along narrow streets, terminating with a view of the Thames River dyke system and associated greenways and landscapes. While the presence of mature street trees and grassed boulevards is inconsistent, there is an overall feeling of enclosure and maturity provided by the existing street trees and matures trees within the front and back yards of residential properties, again heavily

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reinforced by the backbone of mature vegetation along the river.

Overall, the streetscape is defined by swaths of consistent massing and set-backs of residential dwellings, which gives the area a discernible rhythm and pattern as it is experienced along the streetscape. This is noticeably different from the rhythms and patterns experienced within adjacent streetscapes, such as along many parts of Wharncliffe Road, which give the area a distinct character. The Blackfriars Bridge, Thames River, and the numerous public greenspaces and parks that line the river and its dyke mark the arrival into the area, creating gateway features that further define its character.

### **Key Heritage Attributes**

The key heritage attributes that illustrate and contribute to the cultural heritage value or interest of the Blackfriars-Petersville Heritage Conservation District include:

#### **Architectural Attributes**

- Various renditions of Ontario Cottage dwellings and similar styles;
- Dwellings that have survived the 1883 and 1937 floods, respectively;
- Modest, economical home building styles and techniques that are representative of the area's early working-class settlers;
- Building characteristics common to the district including form, massing, type, scale, roof pitches, and set-backs; and,
- Architectural details including buff brick materials, keyhole windows and historic fenestration, coloured and stained glass transoms, fanlights, London doors, porches, and bargeboard and gable detailing.

#### **Streetscape Attributes**

- Early historic suburban development patterns represented by the narrow internal streets, grids, walkable nature of the area, and survey types.

#### **Landscape Attributes**

- Proximity and historical relationship with the Thames River;
- Long view sheds along the narrow streets that terminate with views of the Thames River dyke system;
- Associated greenways along the Thames River dyke system;
- Enclosure provided by street trees and mature trees within the front and back yards of residential properties; and,
- Public greenspaces and parks.

#### **Landmark Attributes**

- Blackfriars Bridge
- Labatt Park
- Jeanne-Sauvé Public School (former Empress Avenue School)
- St. Georges Anglican Church

These heritage, architectural, streetscape, landscape and landmark attributes provide the basis for the establishment of the Blackfriars/Petersville Heritage Conservation District.

### **Land Use Designation and Zoning**

The Low Density Residential designation in the Official Plan and zoning in the area has been consistent since the early 1970's, allowing a maximum of two residential units. This neighbourhood had not experienced significant development pressure for multi-unit residences

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as other similarly located neighbourhoods because further development is constrained by the presence of a Provincial regulated floodplain where development is monitored by the UTRCA. However, in response to recent development trends, Council has given direction to review the Official Plan policies and the zoning applied to this area through a separate process and study.

### **Process for Implementing – Heritage Alteration Permits**

After the Plan is approved and put in place the primary means of implementation is through the Heritage Alteration Permit process. This process has been in place since 1993 and has been used for all Heritage Conservation Districts since East Woodfield. There is no cost involved but typically it is reviewed by the Heritage Planner and LACH and comments are provided. Comments are relayed to the applicant/owner and in instances where there are disagreements a report is prepared for Planning and Environment Committees review and then Council approval.

Heritage Alteration Permits are generally not required for repairs, painting and minor changes but some determination is generally needed. Table 1 of the Blackfriars/Petersville Heritage Conservation District Plan identifies what type of work requires a heritage alteration permit. The determination of the need for a Heritage Alteration Permit is to be determined by Council. However, the Heritage Planner generally reviews any proposal and prepares reports. In all previous Heritage Conservation Districts the need for a Heritage Alteration Permit has been determined by Council but the City is currently considering the option of delegating authority to the Heritage Planner. Planning staff already have Council direction to prepare a report relating to delegation of heritage alteration permit approval.

### **Reason for separate Blackfriars/Petersville West Guideline Document**

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 Figure 1 of the Guideline Document) have distinguishable characters. 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.

The consultants have provided guidelines for dealing with new development in these areas to enhance the architectural uniqueness of the two areas. It is staff's recommendation that this document be adopted as a guideline document under Section 19.2.2 of the Official Plan to be used to evaluate any changes occurring in these areas.

### **Recommendations**

The Heritage Conservation District Plan includes a number of recommendations. Some commentary by Planning staff is provided where needed. Other than the specific policies of the Plan they include;

- 1. *Include the Blackfriars/Petersville Heritage Conservation District in Sections 13.3.5 and 13.3.8 (Specific Heritage Conservation Districts) of the Official Plan.***

The recommended amendments are included in this report.

- 2. *Continue to pursue the identification and designation of significant heritage structures under Part IV of the Ontario Heritage Act and apply the Heritage (HER) Zone to these structures where appropriate.***

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The consultants have not recommended buildings worthy of individual designation within the HCD because they will be covered by Part V but have recommended buildings worthy of individual designation under Part IV of the Ontario Heritage Act in the Blackfriars/Petersville West Guideline Document.

**Process**

- 3. *The Heritage Planner should be an active review participant in the Official Plan amendment, zoning by-law amendment, site plan approval, minor variance, consents, sign permit, public works and/or building permit processes within the boundaries of the Blackfriars/Petersville HCD.*
- 4. *The Urban Design Review Panel should use the heritage conservation guidelines contained in the HCD Plan and/or Conservation Guidelines to review proposals within the District.*

**Zoning**

- 5. *The City of London should consider the development of form-based zoning regulations for the Blackfriars-Petersville Heritage Conservation District by creating a Special Policy Area. Such policies would be a point of reference for where other Official Plan policies make reference to character, form, size, scale, mass, and density and shall be used as the Neighbourhood Character Statement as intended by Official Plan policy 3.7.3. .*
- 6. *Within the Blackfriars-Petersville Heritage Conservation District, amend the R2 and R3 zones such that:*
  - i) *Minimum front yard setback required is the average of front yard setbacks of dwellings on the same street block; and,*
  - ii) *Maximum permitted height is “7 metres or 1 ½ to 2 storeys”.*
    - a) *Within the Blackfriars-Petersville Heritage Conservation District, amend the CC and HS zones such that the minimum front yard setback required is 0 metres; Within the Blackfriars-Petersville Heritage Conservation District,*
    - b) *amend the OC zone such that enlargements or additions to the main building are not permitted between the front lot line and the established building line; and,*
    - c) *Apply Heritage (HER) Zone overlay in the Blackfriars-Petersville Heritage Conservation District to properties designated under Part IV of the Ontario Heritage Act.*

All of the recommendations will be evaluated through the completion of the Blackfriars/Petersville Official Plan/Zoning Study which is currently being undertaken.

**Site Plan Control**

- 7. *To encourage the integration of new development with adjacent land uses, Council may require public notification and a public meeting at the Site Plan approval stage for applications for proposed development or site alteration within the Blackfriars-Petersville Heritage Conservation District;*
- 8. *The Heritage Planner and Urban Design staff reviews should be required to ensure compatible and appropriate development in accordance with the guidelines of the Blackfriars-Petersville Heritage Conservation District Plan;*
- 9. *A Heritage Impact Statement may be required at the discretion of the Heritage Planner;*

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- 10. ***Elevations drawings should be required for all Site Plan applications to assess the massing, scale, appearance and design features of a proposed development or site alteration;***
- 11. ***Landscape plans may be required for site plan applications to evaluate the private amenity space associated with new development.***

**Committee of Adjustment**

- 12. ***The Committee of Adjustment shall consider severance applications where the resulting parcel size has a negative impact on the heritage attributes of the Blackfriars-Petersville Heritage Conservation District and/or is not in keeping with the adjacent protected heritage resources, recognizing that the general intent of the applicable Official Plan policies and Zoning By-law are to support a continuation of the prevailing lot fabric that has been established over time;***
- 13. ***The creation of new lots or enlarging existing lots within Blackfriars-Petersville Heritage Conservation District should be discouraged, unless resulting lot(s) are of compatible depth, width, and overall size and configuration as surrounding and/or adjacent lots;and,***
- 14. ***A Heritage Impact Statement may be required at the discretion of the Heritage Planner.***

**Urban Design.**

- 14. ***When an Urban Design Brief is required in support of a Site Plan application, the property owners/authorized applicant shall have regard for the Design Guidelines contained in Sections 8,9 and 10 of the Blackfriars-Petersville Heritage Conservation District Plan;***
- 15. ***When an Urban Design Brief is required in support of a Site Plan application, the property owners/authorized applicant shall have regard for the City's Placemaking Guidelines as applicable;***
- 16. ***Site Plan applications within the Blackfriars-Petersville Heritage Conservation District may be subject to review by the City's Urban Design Peer Review Panel for additional advice and input. The Peer Review Panel shall be consistent with the policies and guidelines of the Blackfriars-Petersville Heritage Conservation District Plan when reviewing applications.***

**Demolitions**

- 17. ***Any proposal for a permit under the Ontario Building Code that includes the complete removal of a building or structure located upon real property identified as having cultural heritage value or interest by the municipality under Section 27 (1.2) of the Ontario Heritage Act ('listed' property) is considered as demolition or removal under Section 27(3) of the Ontario Heritage Act and that such applications are required to adhere to the requirements of Section 27 (3), Section 27 (4), and Section 27 (5) of the Ontario Heritage Act (which governs the demolition and removal of a building or structure);***
- 18. ***Any proposal for a permit under the Ontario Building Code that includes the removal of a structural element (such as a wall) of a building or structure located upon real property identified as having cultural heritage value or interest by the municipality under Section 27 (1.2) of the Ontario Heritage Act ('listed' property), and that this removal will result in the structure or building being unable to stand without support, is considered as demolition or removal under Section 27(3) of the***

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***Ontario Heritage Act and that such applications are required to adhere to the requirements of Section 27 (3), Section 27 (4), and Section 27 (5) of the Ontario Heritage Act (which governs the demolition and removal of a building or structure).***

19. ***The demolition or relocation of contributing resources located within Blackfriars/Petersville Heritage Conservation District is strongly discouraged and will only be permitted in exceptional circumstances;***
20. ***All options for on-site retention of contributing resources must be exhausted before resorting to relocation or demolition. The following alternatives must be given due consideration in order of priority:***
  - i. ***On-site retention in the original use and integration with the surroundings;***
  - ii. ***On-site retention in an adaptive reuse (see policies outlined in Section 6.11);***
  - iii. ***Relocation to another site within the Heritage Conservation District; and,***
  - iv. ***Relocation to another site within the City.***

**Open Space**

21. ***A Tree Management Plan may be required for proposed development or site alteration to the satisfaction of the Urban Forester to evaluate the impacts on existing vegetation and promote conservation of mature healthy trees as a heritage attribute of the Blackfriars-Petersville Heritage Conservation District;***
22. ***Landscaping that complements the existing landscapes of the Blackfriars-Petersville Heritage Conservation District, screens parking areas and contributes to the overall pedestrian quality and contributes to the neighbourhood's urban forest is encouraged for all new development. Specific landscape elements will be governed by Site Plan Approval requirements.***
23. ***Mature street trees are to be protected and preserved unless they present a public safety hazard or are in a serious state of decline due to age or disease. When removal of street trees is required, they should be replaced with new trees of an appropriate size and species as determined by the City of London Planning and Development Department and the Urban Forester;***
24. ***The City is encouraged to implement a street tree planting program to fill in gaps that exist in the neighbourhood in order to enhance canopy coverage;***
25. ***Landscaping that complements the existing landscapes of the district, screens parking areas and contributes to the overall pedestrian quality is encouraged for all new development. Specific landscape elements will be governed by Site Plan Approval requirements;***
26. ***The City is encouraged to adopt a heritage tree designation policy. The process for the selection and designation of a heritage tree should be collaborative process between the Forestry Group, LACH, and the City;***

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**Public Works**

- 27. ***Approvals for municipal works projects shall follow the Heritage Alteration Permit process as detailed in Section 6.6 of the Blackfriars-Petersville Heritage Conservation District Plan;***
- 28. ***Retention of existing grass boulevards and street trees throughout Blackfriars-Petersville Heritage Conservation District is strongly encouraged wherever repairs or improvements are made to roads, sidewalks or underground services. Should removal of street trees and/or boulevards be unavoidable as part of the infrastructure works, every effort should be made to replace them upon completion of the work;***
- 29. ***Existing road right-of-ways and widths of paved surfaces should not be increased unless required for reasons of public health and safety or where indicated in the Transportation Master Plan; for the provision of bike lanes (i.e. Riverside Drive as a connector route; and/or to support bus rapid transit service along Oxford Street West);***
- 30. ***City of London street signage for Heritage Conservation Districts should be implemented by the City throughout the Blackfriars-Petersville Heritage Conservation District, particularly along the bounding streets and the public open space network along the Thames River.***
- 31. ***Where applicable, the City will obtain a Heritage Alteration Permit for public works; it is the Heritage Planner’s discretion to require a Heritage Alteration Permit and/or a Heritage Impact Statement; and In addition to the requirements of the City’s Tree Conservation By-law (By-law No. C.P.-1466-249), the City of London shall give consideration to the identification and protection of heritage trees in advance of any public works projects.***

**Implementation/Heritage Alteration Permits**

- 32. ***The City of London should create two distinct Heritage Alteration Permit application forms: 1) designations, and 2) alterations/demolitions;***

The City currently has a heritage alteration permit process but there is a need to review it to discuss process, signing authority and application. Council has already provided direction to review the process.

- 33. ***The City should develop an homeowners guide for residents and property owners that outlines the general goals objective and benefits of a Heritage Conservation District, and provides a summary of the approval process;***
- 34. ***The City should develop an information brochure and bibliography for residents and property owners that provides more detailed information relating to restoration, repair and maintenance of heritage attributes in of protected heritage resource(s);***
- 35. ***The City should consider providing an annual letter to property owners outlining their obligations under the Blackfriars-Petersville Heritage Conservation District Plan and Guidelines;***
- 36. ***Occasional workshops on heritage conservation, maintenance and renovation should be organized in the Blackfriars-Petersville Heritage Conservation District; and,***

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- 37.    *The City should explore partnerships with local heritage organizations and institutions to promote Blackfriars-Petersville Heritage Conservation District.***
  
- 38.    *The Blackfriars-Petersville Heritage Conservation District Plan and Guidelines should be reviewed by 2025.***

<b>PREPARED BY:</b>	<b>SUBMITTED BY:</b>
<b>W.J. CHARLES PARKER, M.A. SENIOR PLANNER URBAN REGENERATION</b>	<b>GREGG BARRETT, AICP MANAGER, POLICY PLANNING AND PROGRAMS</b>
<b>RECOMMENDED BY:</b>	
<b>JOHN M. FLEMING, MCIP, RPP MANAGING DIRECTOR, PLANNING AND CITY PLANNER</b>	

April 4, 2014  
cp /cp

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**Responses to Public Liaison Letter and Publication in “Living in the City”**

<u>Telephone</u>	<u>Written/E-Mail</u>
	Kevin and Daphne Bice/2 Leslie Street
	Barb MacQuarrie
	Cindy Wilson
	Mike Horley
	Bart Storoniaski
	Marianne McCoy/22 Wyatt Street
	R. Colins
	Barb Marcel
	Daniella Horley/89 Wilson Avenue
	Charlene Doak-Gebauor
	Alfred
	Jeanne Mason
	Carmen Richter/13 Cummings Avenue
	Jason Mychajluk/34 Warret Avenue, Simcoe – owner 400 Oxford St. W and 35 St. Andrew
	Tim Armstrong/18 Gower Street
	Peter Stavrou (Princeton Properties)/116 Chepstow Close, London-owner of 55 and 129 Wharnccliffe Road and 85 Riverside
	Bob Gooden
	Gehl Martin (Retro Properties)/12 Queens Quay West. Toronto
	Paula Lombardi (Siskinds)/680 Waterloo St – residents lawyer
	Alan R. Patton (Patton Cormier & Associates)/1512-140 Fullarton St., London
	Allison Vickerd/8 Empress Avenue
	Angela Goulet
	Christine Kelsey/6 St. Patrick Street
	Chris Pehlke
	Joe Mc Carthy/16 Moir Street
	David Medcalf (Kirwin Fryday Medcalf Lawyers/104-140 Fullarton St. Talbot Centre, London
	Julie-Anne Lambourn Baskette
	Mike Bloxam
	William Gudgeon
	Lynne Deschamps/89 Riverside Drive
	Mrs. Warner/Empress Avenue
	Bob Morrison (Southside Construction)
	Terry Guest/186 Wharnccliffe Road North
	Angela Van Niekerk, 147 Paul Street
	Donald Cornell
	Linda Simpson
	Frank Kelly
	Servanne Woodward, 583 Ridout St. N.
	Mike Lasky, 240 Wharnccliffe Rd N.
	Hans Jastrau, 53 Cavendish

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Chuck Parker**

Insert written responses received

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**Bibliography of Information and Materials  
OZ-8295**

**Reference Documents:**

**Provincial**

Ontario Ministry of Municipal Affairs and Housing. *Planning Act, R.S.O. 1990.*

Ontario Ministry of Culture. *Ontario Heritage Act, R.S.O. 1990, c. O. 18*

Ontario Ministry of Municipal Affairs and Housing. *Provincial Policy Statement, March 1, 2005.*

Ontario Ministry of Municipal Affairs and Housing, *Provincial Policy Statement, April 30, 2014*

**City of London**

City of London. *Official Plan, June 19, 1989, as amended.*

West London District Plan, Consolidation, February 2, 1987

City of London. *Official Plan, 1971, as amended*

City of London. *Zoning By-law No. Z.-1, May 21, 1991, as amended.*

West London Area Improvement Plan, March 1993

The Petersville Neighbourhood Project, February 21, 1994.

Heritage Places: A Description of Potential Heritage Conservation District Areas in the City of London, 1994.

Great Near-Campus Neighbourhoods Strategy, 2008-2012

**Correspondence:**

(all located in City of London File No. 13 NEI bp/OZ-8295 or as attached to report)

City of London Official Plan Review File O-5231 – Special Policy Area in West London, 1997

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**Appendix "A"**

Bill No. (number to be inserted by Clerk's Office)  
2014

By-law No. L.S.P.-\_\_\_\_

A by-law to designate a heritage conservation district known as Blackfriars/Petersville.

WHEREAS pursuant to Subsection 41(1) of *the Ontario Heritage Act* R.S.O.1990,c 0/18, the Council of the municipality may by by-law designate the municipality or any defined area thereof as a heritage conservation district;

AND WHEREAS pursuant to Subsection 41.1 (1) of the *Ontario Heritage Act* R.S.O. 1990,c 0/18, the Council of the municipality may by by-law adopt a Plan for the heritage conservation district;

AND WHEREAS the Official Plan for the City of London contains policies relating to the establishment of heritage conservation districts;

AND WHEREAS it is intended to designate the area defined by the by-law as a heritage conservation district;

The Municipal Council of The Corporation of the City of London enacts as follows:

1. The area shown on Schedule "1" hereto annexed and forming part of this by-law is hereby designated as a Heritage Conservation District.
2. The Blackfriars/Petersville Heritage Conservation District Plan, attached as Schedule "2" is hereby adopted.
3. This by-law shall come into force in accordance with Section 41 of *The Ontario Heritage Act, R.S.O. 1990*, either on the day following the last day of the prescribed appeal period or as otherwise provided by subsection 41(10) of the Act.

PASSED in Open Council on May 6, 2014

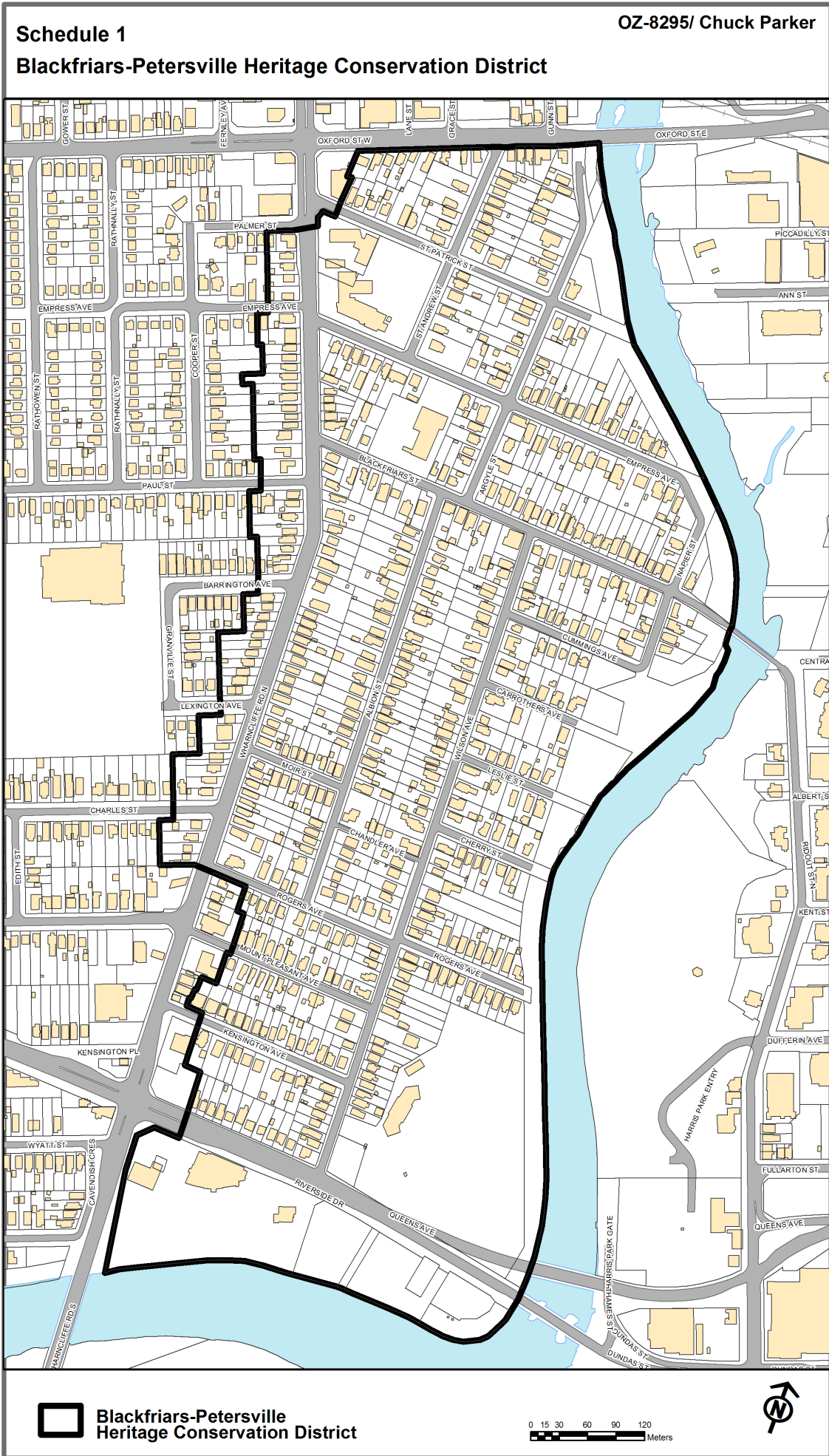
Joe Fontana  
Mayor

Catharine Saunders  
City Clerk

First Reading – May 6, 2014  
Second Reading – May 6, 2014  
Third Reading – May 6, 2014

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**Schedule "2"**

**The Blackfriars/Petersville Heritage Conservation District Plan**

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**Appendix "B"**

Bill No. (number to be inserted by Clerk's Office)  
2014

By-law No. C.P.-1284-\_\_\_\_\_

A by-law to amend Section 13 (Heritage Resources) of the Official Plan for the City of London, 1989 to add the Blackfriars/Petersville Heritage Conservation District.

The Municipal Council of The Corporation of the City of London enacts as follows:

1. Amendment No. (to be inserted by Clerk's Office) to the Official Plan for the City of London Planning Area – 1989, as contained in the text attached hereto and forming part of this by-law, is adopted.
2. This by-law shall come into effect in accordance with subsection 17(38) of the *Planning Act, R.S.O. 1990, c.P.13.*

PASSED in Open Council on May 6, 2014.

Joe Fontana  
Mayor

Catharine Saunders  
City Clerk

First Reading – May 6, 2014  
Second Reading – May 6, 2014  
Third Reading – May 6, 2014

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**AMENDMENT NO.**

**to the**

**OFFICIAL PLAN FOR THE CITY OF LONDON**

**A. PURPOSE OF THIS AMENDMENT**

The purpose of this Amendment is to recognize and add the Blackfriars/Petersville Heritage Conservation District to Sections 13.3.5 and 13.3.8 of the Official Plan for the City of London and to add the Blackfriars/Petersville West Guideline Document to Section 19.2.2 of the Official Plan.

**B. LOCATION OF THIS AMENDMENT**

This Amendment applies to lands located within the Blackfriars/Petersville Heritage Conservation District which is shown on the attached "Figure 13-7" in the City of London.

**C. BASIS OF THE AMENDMENT**

Part V of the Ontario Heritage Act (2005) enables Municipal Councils to create, by by-law, in consultation with the London Advisory Committee on Heritage (LACH), one or more areas of a municipality for designation as heritage conservation districts. Such a designation enables the municipality to protect groups of properties that, collectively, represent a certain aspect of the development of the municipality considered worthy of preservation. The creation of such districts allows municipalities to manage change and development within the area so as to protect and enhance the heritage character there. Section 13.3 of the City of London Official Plan provides for the designation of heritage conservation districts in London under Part V of the Ontario Heritage Act and provides some detail relating to the process that is to be followed for such designation. Blackfriars/Petersville will become the fifth residential Heritage Conservation District in the City of London.

The City's Guideline document, *Heritage Places*, identified a number of possible heritage conservation districts in 1993. By Council resolution dated May 14, 2013 Council directed that a Blackfriars/Petersville Heritage Conservation District process begin. A consultant was hired to complete both the Background Study and Plan. A Blackfriars/Petersville Heritage Conservation District Steering Committee was formed and consultations were held with the London Advisory Committee on Heritage (LACH), landowners, agencies and other City departments and the public. Three neighbourhood public meetings and public workshop, a number of individual notices and Living in the City notices have been provided to the 1357 residents and those within 120 metres of the study area boundary. Letters were sent October 17, 2013; November 29, 2013, January 31, 2014 and March 19, 2014 and Living in the City notices were provided October 23, 2013, November 22, 2013 and April 10, 2014. All reports and meeting material is provided on the City's website at <http://www.london.ca/business/Planning-Development/land-use-applications/Pages/blackfriars-petersville-study.aspx>. Planning staff, the ward councillor and the consultants have also worked closely with the neighbourhood association.

Throughout the process the LACH expressed its support for the establishment of a Downtown Heritage Conservation District.

**The Purpose and Importance of the Blackfriars/Petersville Heritage Conservation District Plan**

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 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*



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*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.*

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.*

### **Features of the Heritage Conservation District Plan**

The Blackfriars/Petersville Heritage Conservation District Plan includes goals and objectives, principles, a review of municipal policies, new heritage conservation district policies, a description of the heritage alteration permit process and a description of HCD implementing features which include design 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 Kensington (Dundas/Riverside) 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

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(one for the concentration of “Victory Housing” to the north and the other for the mixed housing area to the south). (see Figure 2)

One of the unique features of the Plan is Figure 3 which identifies on a map the properties which are contributing and non-contributing to the heritage character of the Blackfriars/Petersville neighbourhood. The Plan also includes policies for both types. Another unique feature of the Plan is that for the first time, it includes bridges, both the Blackfriars and Kensington Bridge are within the boundaries of the HCD.

### The Heritage Character of Blackfriars/Petersville

#### Heritage Character Statement

The Blackfriars-Petersville Heritage Conservation District has a long tradition as a suburban landscape within the City of London. **Historically** an independent village, the area has a history of individual identity within London. The area’s heritage attributes illustrate the area’s heritage values.

From the earliest surveys and settlers, the Blackfriars-Petersville area has had an intimate relationship with the flood plain in which it resides. Home to some of the City’s richest alluvial soil, the area has both benefitted and suffered as a result of its proximity to the North Branch of the Thames River. Initially settled by a small collection of individual families in the early nineteenth century, the initial subdivision of properties and extensive surveying resulted in the creation of some of London’s earliest suburban areas. Incorporated first as Petersville, later as London West and eventually annexed as part of London, the proposed Blackfriars-Petersville Heritage Conservation District was home to the area’s working-class who settled on the small lots within close proximity and danger of the river. The area’s early suburban settlers are most evident today by the various renditions and mixes of 1 and 1 ½ storey Ontario cottage homes and similar styles spread throughout the narrow streets that have survived the most destructive and fatal floods of 1883 and 1937.

**Architecturally**, the HCD exhibits a continuity of change based on a variation of working-class housing that was built predominantly from the 1880s to the 1930s. The majority of architectural forms and styles are of the vernacular Ontario cottage style with various renditions and features. The homes within the HCD are reflective of modest, economical home building in the late-19th and early-20th centuries.

Amongst the modest residential dwellings remain a collection of **landmarks** that have continued to be landmark features of the area. The Blackfriars Bridge has served as the earliest bridged water crossing into London from its western neighbours and later suburbs. Wharncliffe Road, an initial highway for early settlers served to be just as important to settlements and commerce in the area. The former Empress Avenue School and St. George’s Anglican Church remain as institutional landmarks within the district. Labatt Park continues to operate as one of the oldest continually operating baseball grounds in the world.

The **streetscape character** is largely defined by long view sheds along narrow streets, terminating with a view of the Thames River dyke system and associated greenways and landscapes. While the presence of mature street trees and grassed boulevards is inconsistent, there is an overall feeling of enclosure and maturity provided by the existing street trees and matures trees within the front and back yards of residential properties, again heavily reinforced by the backbone of mature vegetation along the river.

Overall, the streetscape is defined by swaths of consistent massing and set-backs of residential dwellings, which gives the area a discernible rhythm and pattern as it is experienced along the streetscape. This is noticeably different from the rhythms and patterns experienced within adjacent streetscapes, such as along many parts of Wharncliffe Road, which give the area a distinct character. The Blackfriars Bridge, Thames River, and the numerous public greenspaces and parks that line the river and its dyke mark the arrival into the area, creating gateway features that further define its character.

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### Key Heritage Attributes

The key heritage attributes that illustrate and contribute to the cultural heritage value or interest of the Blackfriars-Petersville Heritage Conservation District include:

#### Architectural Attributes

- Various renditions of Ontario Cottage dwellings and similar styles;
- Dwellings that have survived the 1883 and 1937 floods, respectively;
- Modest, economical home building styles and techniques that are representative of the area’s early working-class settlers;
- Building characteristics common to the district including form, massing, type, scale, roof pitches, and set-backs; and,
- Architectural details including buff brick materials, keyhole windows and historic fenestration, coloured and stained glass transoms, fanlights, London doors, porches, and bargeboard and gable detailing.

#### Streetscape Attributes

- Early historic suburban development patterns represented by the narrow internal streets, grids, walkable nature of the area, and survey types.

#### Landscape Attributes

- Proximity and historical relationship with the Thames River;
- Long view sheds along the narrow streets that terminate with views of the Thames River dyke system;
- Associated greenways along the Thames River dyke system;
- Enclosure provided by street trees and mature trees within the front and back yards of residential properties; and,
- Public greenspaces and parks.

#### Landmark Attributes

- Blackfriars Bridge
- Labatt Park
- Jeanne-Sauvé Public School (former Empress Avenue School)
- St. Georges Anglican Church

These heritage, architectural, streetscape, landscape and landmark attributes provide the basis for the establishment of the Blackfriars/Petersville Heritage Conservation District.

#### D. THE AMENDMENT

The Official Plan for the City of London is hereby amended as follows:

1. Section 13.3.5 to the Official Plan is amended by adding the phrase “Figure 13-7” after the phrase “Figure 13-6” and before the word “Council” in the second sentence.
2. Section 13 of the Official Plan for the City of London is amended by adding the attached Figure 13-7 Blackfriars/Petersville Heritage Conservation District after Figure 13-6.
3. Section 13.3.8 to the Official Plan is amended by adding a new section as follows;

**“13.3.8. Blackfriars/Petersville”**

The Blackfriars-Petersville Heritage Conservation District has a long tradition as a suburban landscape within the City of London. **Historically** an independent village, the area has a history

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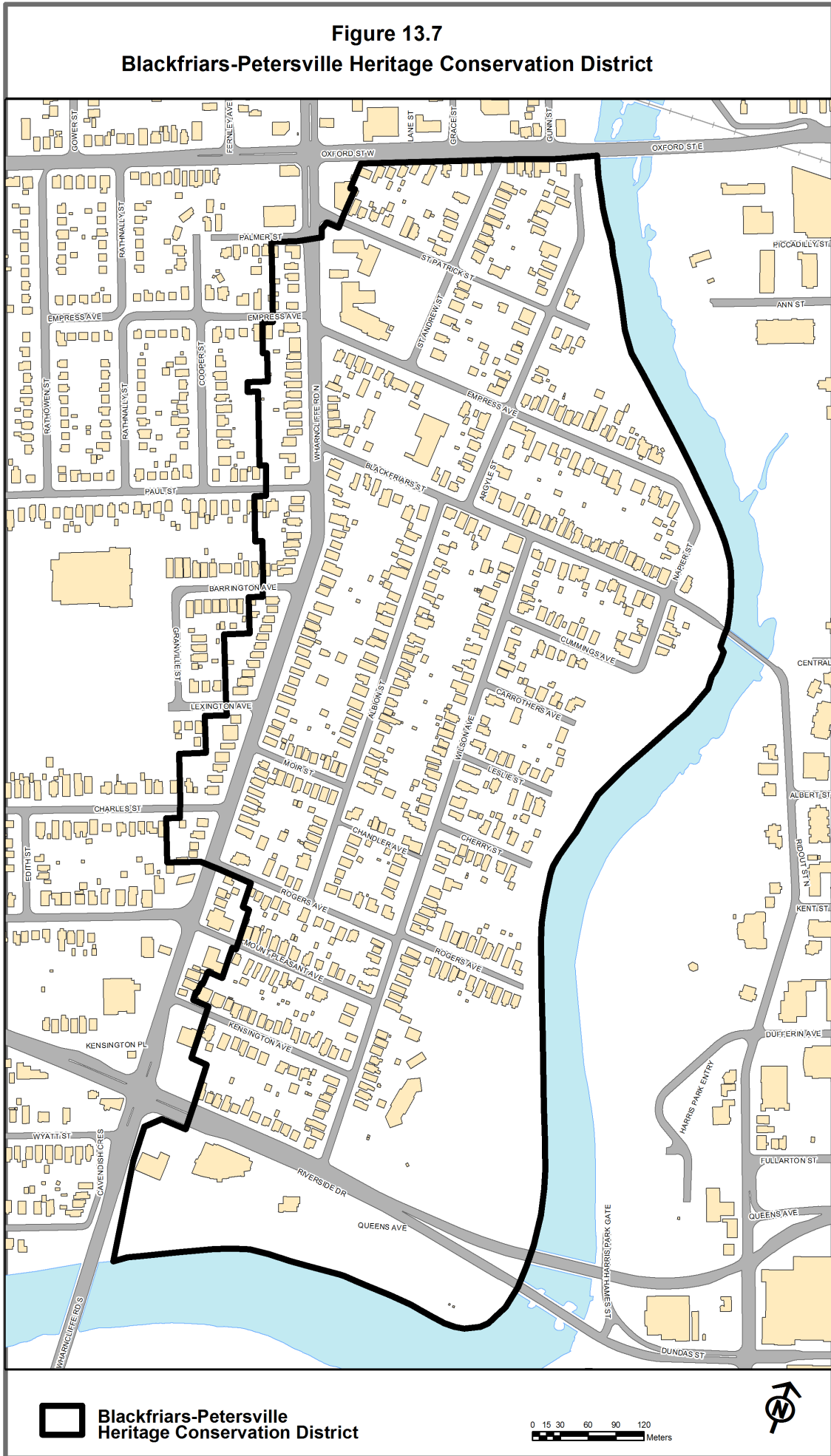
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Chuck Parker**

of individual identity within London. The area's heritage attributes illustrate the area's heritage values.

From the earliest surveys and settlers, the Blackfriars-Petersville area has had an intimate relationship with the flood plain in which it resides. Home to some of the City's richest alluvial soil, the area has both benefitted and suffered as a result of its proximity to the North Branch of the Thames River. Initially settled by a small collection of individual families in the early nineteenth century, the initial subdivision of properties and extensive surveying resulted in the creation of some of London's earliest suburban areas. Incorporated first as Petersville, later as London West and eventually annexed as part of London, the proposed Blackfriars-Petersville Heritage Conservation District was home to the area's working-class who settled on the small lots within close proximity and danger of the river. The area's early suburban settlers are most evident today by the various renditions and mixes of 1 and 1 ½ storey Ontario cottage homes and similar styles spread throughout the narrow streets that have survived the most destructive and fatal floods of 1883 and 1937.

4. Section 19.2.2 (ii) of the Official Plan for the City of London is amended by adding the following subsection;
  - \_) Blackfriars/Petersville West Guideline Document

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