

Bill No. 240
2014

By-law No. C.P.-1284(uh)-__

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 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

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 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 (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.

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 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

Figure 13.7
Blackfriars-Petersville Heritage Conservation District

