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D. Menard:

<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>DEMOLITION REQUESTS 321 CENTRAL AVENUE &amp; 581 WATERLOO STREET B.J HARDICK PUBLIC PARTICIPATON MEETING TUESDAY, NOVEMBER 18, 2014</b>

<b>RECOMMENDATION</b>
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That, on the recommendation of the Managing Director, Planning & City Planner, with the advice of the Heritage Planner, this report **BE RECEIVED** for information and that the following actions **BE TAKEN**:

1. That the Chief Building Official be advised that municipal Council consents to the removal by demolition of the heritage designated buildings located at 321 Central Avenue and 581 Waterloo Street.
2. That such consent be made conditional upon the issuance of a site plan agreement / building permit approved by the Zoning by-law amendment.
3. That the applicant submits detailed documentation, including photos, of the buildings at 321 Central and 581 Waterloo prior to their removal.
4. That the applicant assists with the reclamation and reuse of salvageable heritage materials for use within the redevelopment proposed for 585 Waterloo, or elsewhere in the Woodfield community.
5. The applicant considers the provision of an interpretive commemoration of the former Supertest Station located at 585 Waterloo within the context of a redevelopment proposed for the site.

<b>PREVIOUS REPORTS PERTINENT TO THIS MATTER</b>
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2014-09-10: **Heritage Alteration Application - 585 Waterloo Street, 321 Central Avenue & 581 Waterloo Street**

<b>BACKGROUND</b>
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The buildings at 581 Waterloo Street and 321 Central Avenue are designated under Section 41 (Part V) of the *Ontario Heritage Act* by virtue of their inclusion in the West Woodfield Heritage Conservation District, established in 2008 and coming into force in 2009. Prior to the creation of the District, neither property had been listed on the *Inventory of Heritage Resources*. As part of the study towards the creation of the District, both properties had been rated as Class "C" properties. As described in the West Woodfield District Plan, a building rated as "C" is one where the form and massing of the building belong to a historical family of buildings and / or where the building is a good example of a modest design representing the area or repeated in many locations.

The request for the demolition of the buildings at 581 Waterloo and 321 Central Avenue is

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directly tied to a redevelopment proposal submitted by the applicant. The proposal is for a multi-storey residential development centred upon the vacant lot at 585 Waterloo Street. The development would include the property parcels at the adjacent lots at 585 Waterloo and 321 Central. The redevelopment proposal required an Official Plan Amendment and rezoning for the site. These were approved by Council at its meeting on September 30, 2014. A Special Provision Bonus Zone and a Residential R3 Special Provision/Office Conversion Bonus Zone were approved permitting a specific development design which includes a 6-storey residential apartment building with a maximum of 35 residential apartment units and underground parking.

Concurrently, a heritage alteration application with respect to the development proposal was considered by the London Advisory Committee on Heritage at its meeting on September 10, 2014. The LACH recommended approval of the proposed redevelopment pending the approval of the requested OP and Zoning amendments. Other LACH recommendations recommended the photographic documentation of the buildings prior to any removal, and the reuse of salvaged heritage materials within the proposed redevelopment as appropriate or by the community.

As part of the proposal submission, a heritage impact assessment was provided by the applicant. Its conclusions are provided in Appendix 3.

**The Properties (Appendix 2)**

321 Central Avenue

The building at 321 Central is a two and one half storey buff brick clad residence constructed between 1888 and 1907. It retains many original heritage features typical of the late Victorian architectural style. Constructed as a single family residence, at present, the building contains two residential apartment units. There are concerns about its current condition in terms of visible exterior deterioration. No structural issues have been identified by the applicant in the heritage impact assessment submitted with respect to the redevelopment proposal.

The property is located between the vacant lot at 585 Waterloo and the Granite House, an eight storey apartment building fronting onto Central Avenue with underground parking access from Waterloo Street.

581 Waterloo Street

The building at 581 Waterloo is a two storey buff brick residential dwelling built c. 1881 in the Italianate style. It, too, retains many original architectural elements, although some elements have been replaced with more modern materials. The building provides residential apartment uses. No assessment was provided with respect to structural issues.

The property is located on Waterloo and, at the present time, is the northerly book end for an integrated Victorian streetscape on the west side of Waterloo Street. The parcel of land on which the building is situated is somewhat truncated to provide street access to the Granite House building.

West Woodfield Guidelines

The policies in the West Woodfield Heritage Conservation District refer to demolition. While recognizing that the goal of a heritage conservation district is to preserve and protect the heritage resources over both the short and long terms, the Guidelines also recognize that there may be situations where demolitions may be necessary. These include partial destruction due to fire or other catastrophic events, severe structural instability, and, occasionally redevelopment that is in keeping with appropriate city policies.

Specific policies in the West Woodfield Guidelines with respect to demolition are:

- a) The demolition of heritage buildings in the District is strongly discouraged.

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- b) Any proposal to demolish a heritage building or portion of a heritage building within the District shall require approval from the municipality.
- c) Where demolition of a heritage building is proposed, the property owner shall provide supporting documentation demonstrating appropriate reasons for the demolition.
- d) In situations where demolition is approved by Council, written and / or photographic documentation of any notable architectural features and construction techniques may be required to create a record of the building and its components.
- e) Reclamation of suitable building materials such as windows, doors, mouldings, columns, bricks etc. for potential reuse in a new building on the site or as replacement components for other buildings in the neighbourhood which require repair and restoration over time is strongly encouraged if a demolition is approved for any heritage buildings in the District.

The two buildings for which demolition requests have been made are important to the heritage fabric of the West Woodfield neighbourhood both in their age and in their design details, however modest. The building at 581 Waterloo is more integrated into the existing heritage streetscape than is 321 Central which has been somewhat stranded from the Central Avenue streetscape with the construction of the Granite House.

With respect to the West Woodfield Guidelines direction about demolition, the removal of these two heritage properties cannot be justified on the basis of either catastrophic damage or structural instability. The only remaining justification provided by the Guidelines is on the basis of “redevelopment in keeping with appropriate city policies.” Here, those city policies are those of intensification and infill particularly, supported by urban design and heritage conservation district design policies for new development.

Consideration has been given by the applicant for the possible inclusion of one, or both, buildings within the proposed development. However, the proponent has noted site specific issues that preclude the use of either building in this manner. Without the opportunity of the adjacent lands, the vacant site is too constrained for the proposed redevelopment. Adding to the complexity is the need to maintain the Waterloo Street access to the underground parking for the Granite House.

The proposed design elements for the development are consistent with the Guidelines for the West Woodfield Heritage Conservation District. The London Advisory Committee on Heritage has recommended approval of the redevelopment through the heritage alteration approval process.

**Recommendations**

The West Woodfield Heritage Conservation District Plan and Guidelines acknowledge that change, and demolitions, may happen within the District. The vacant parcel of land at 585 Waterloo presents a notable gap in the existing streetscapes at Central Avenue and Waterloo Street and provides a somewhat unique opportunity for infill and intensification in keeping with Council, and provincial, policies. The redevelopment will require the removal of these two properties.

It is recommended that:

- municipal Council consent to the demolition of the structures located at 321 Central Avenue and 581 Waterloo Street and advise the Chief Building Official accordingly.
- that the removals be made conditional upon the issuance of a site plan agreement / building permit approved by the Zoning by-law amendment
- that prior to their removal the applicant provide detailed documentation related to the heritage elements of each property, including interior photographs.
- that the applicant salvages and reclaims heritage materials and elements that may be incorporated into the redevelopment proposal for 585 Waterloo Street or made available to the Woodfield community.
- that consideration be given by the applicant for the interpretative commemoration of the former Supertest Service station on the site.



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**Appendix 2: Photos**

**321 Central Avenue (photos from Heritage Impact Assessment)**





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**Appendix 2- Photos**

**581 Waterloo Street**



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**Appendix 2: Historic Photo - Former Supertest Station**



**(Victor Aziz Photography -provided by MHBC)**

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**Appendix 3: Heritage Impact Assessment -Section 11.0 Conclusions**

**11.0 Conclusions**

The Provincial Policy Statement (PPS) states that “significant built heritage resources and cultural heritage landscapes shall be conserved”. The properties at 321 Central Avenue and 581 Waterloo Street are significant in the context of the West Woodfield Heritage Conservation District as Group C buildings that, as examples of modest or common design may not be significant as individual buildings, but contribute to the environment of the HCD. It is important to note that Cultural Heritage is one of many considerations in the PPS, and that the PPS is intended to be read in its entirety with relevant policies applied in each situation. As such, other planning rational may be considered where appropriate, and balancing resources is often required.

The West Woodfield Heritage Conservation District Plan, prepared in 2008, is intended to provide guidance to manage change within the West Woodfield area in order to recognize, enhance and protect the cultural heritage resources of the neighbourhood. The Plan provides overarching policies and guidelines respecting alterations, demolitions, and new design within the neighbourhood, but also recognizes that every situation is unique and may require unique design solutions.

The demolition of one or both Group C buildings (located at 321 Central Avenue and 581 Waterloo Street) is an irreversible impact. In general, the HCD Plan discourages the demolition of heritage buildings, but recognizes that “some old buildings should be demolished to make way for new” (Section 3.2 of the HCD Plan). As such, there are some instances when the demolition of heritage buildings within a Heritage Conservation District may be appropriate. The Heritage Conservation District considers intensification, and identifies areas where it should be directed, namely towards the edges of the HCD. However there are currently few, if any, lots within these areas that are vacant or would lend themselves to development. The physical characteristics of the subject property (with the vacant lot at a relatively major intersection) make it an appropriate site for intensification.

The impacts of demolition of 321 Central Avenue and 581 Waterloo Street on the whole of the West Woodfield Heritage Conservation District is minimal, given that the structures are ranked as Group C, and are of modest design that is common within the remainder of the District. These impacts are not considered so great that they cannot be withstood by the overall strength and integrity of the West Woodfield heritage character.

The proposed new building is compatible with the surrounding environment of the West Woodfield Heritage Conservation District. It is important to note that compatible does not mean identical. The proposed new building is compatible with the environment with its consistent setbacks to the street, height transitions, and contemporary translations of architectural design elements found throughout the District. It provides a further mix of housing types in the area. Given that there are few other locations where this type of development may be considered, and the appropriateness of the site for this type of development, it is recommended that the proposed development be considered for approval by City Planning Staff. Appropriate documentation of the buildings at 321 Central Avenue and 581 Waterloo Street, and salvaging key building materials and features for later use in restoration projects in other buildings of the district is recommended, in accordance with the Heritage Conservation District Plan.

Submitted for the Applicant by MHBC, May 28, 2014