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J. Yanchula

TO:	CHAIR AND MEMBERS PLANNING & ENVIRONMENT COMMITTEE
FROM:	JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER
SUBJECT:	REQUEST FOR DEMOLITON 505, 507 AND 511 TALBOT STREET 505 TALBOT STREET LIMITED PUBLIC PARTICIPATION MEETING MONDAY, AUGUST 24, 2015

RECOMMENDATION

That, on the recommendation of the Managing Director, Planning & City Planner, with the advice of the Manager of Urban Regeneration, with respect to the request for the demolition of the commercial buildings located at 505, 507 And 511 Talbot Street, that consideration of issuing notice of intent to designate the these properties under Section 29 of the *Ontario Heritage Act* **BE DEFERRED** until after the public participation is held to consider the Zoning By-law Amendment application [File Z-8490] which includes the subject properties.

PREVIOUS REPORTS PERTINENT TO THIS MATTER
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July 20, 2015 – Request for Deferral of Demolition Consideration for 505, 507 & 511 Talbot St.
 August 24, 2014 – Heritage Conservation District Status Report

BACKGROUND

The three properties subject of this report are on the west side of Talbot Street north of Dufferin Avenue. (Appendix 1) The existing buildings on these properties have been listed on the *Inventory of Heritage Resources*. 505 Talbot Street is Priority 1 in an “Italianate Influence” architectural style. The others are Priority 2 with 507 Talbot described in architectural style as “Gothic Revival” and 511 Talbot as “Vernacular”.

The owner is also the applicant of an amendment to the zoning by-law (Z-8490) seeking permission, including bonusing provisions, to construct a 29-storey, 199 unit apartment building on the subject properties consolidated together with the abutting property at 94 Dufferin Avenue. Notice of this application, revised from an earlier proposal, was given on July 28, 2015.

LACH Consultation

Under the *Ontario Heritage Act*, when a request for the demolition of listed properties is made, Council has a 60 day period to decide whether or not to issue notice of intent to designate the properties. During this period, a public participation meeting is held and consultation with the London Advisory Committee on Heritage [LACH] occurs.

A request for the demolition of these properties was first made by the owner on June 30, 2015. Given the 60-day decision time frame associated with that original demolition request, this

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matter was referred to the July 16, 2016 LACH meeting, so that a LACH recommendation would be potentially available to present at the July 20, 2015 meeting of the Planning & Environment Committee [PEC] and subsequently to Council for its July 28, 2015 meeting.

In a July 13, 2015 letter (Appendix 2) the owner requested that LACH defer consideration of the demolition requests to an August meeting, when the City staff report would be available regarding the development [zoning by-law amendment] application, so that all involved would have a full picture of what the various applications represent in their entirety. The owner also clarified that their demolition application date be amended from June 30, 2015 to July 7, 2015, so that the 60-day decision time frame for Council's decision on whether or not to issue notice of intent to designate the properties would not expire before the September 1st scheduled Council meeting.

LACH declined the deferral request. At its meeting held on July 20, 2015 the Planning & Environment Committee received the following in the 9th Report of the LACH:

8. Demolition Request – 505 Talbot Street

That, the Municipal Council BE REQUESTED to give Notice under the provisions of Section 29(3) of the Ontario Heritage Act, R.S.O. 1990, c. O. 18, of the Municipal Council's intention to designate the property located at 505 Talbot Street to be of cultural heritage value and interest for the reasons outlined in the attached Stewardship Sub-committee Report dated June 26, 2015;

it being noted that the London Advisory Committee on Heritage (LACH) received a report from the Stewardship Sub-Committee regarding this matter.

9. Demolition Request – 507 Talbot Street

That, the Municipal Council BE REQUESTED to give Notice under the provisions of Section 29(3) of the Ontario Heritage Act, R.S.O. 1990, c. O. 18, of the Municipal Council's intention to designate the property located at 507 Talbot Street to be of cultural heritage value and interest for the reasons outlined in the attached Stewardship Sub-committee Report dated June 26, 2015;

it being noted that the London Advisory Committee on Heritage (LACH) received a report from the Stewardship Sub-Committee regarding this matter.

10. Demolition Request – 511 Talbot Street

That, the Municipal Council BE REQUESTED to give Notice under the provisions of Section 29(3) of the Ontario Heritage Act, R.S.O. 1990, c. O. 18, of the Municipal Council's intention to designate the property located at 511 Talbot Street to be of cultural heritage value and interest for the reasons outlined in the attached Stewardship Sub-committee Report dated June 26, 2015;

it being noted that the London Advisory Committee on Heritage (LACH) received a report from the Stewardship Sub-Committee regarding this matter.

Municipal Council, at its meeting held on July 28, 2015 resolved:

That, on the recommendation of the Managing Director, Planning and City Planner, with the advice of the Manager, Urban Regeneration, with respect to the request for the demolition of the commercial buildings located at 505, 507 and 511 Talbot Street, having consulted the London Advisory Committee on Heritage (LACH), and consideration of issuing notice of intent to designate the these properties under Section 29 of the Ontario Heritage Act BE DEFERRED in accordance with the July 13, 2015 request received from the applicant; it being noted that a further Public Participation Meeting regarding

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this matter will be held before a future meeting of the Planning and Environment Committee; it being further noted that the Planning and Environment Committee received a delegation from the Chair of the London Advisory Committee on Heritage (LACH) regarding this matter;

It being pointed out that at the public participation meeting associated with the matter, the individual indicated on the attached public participation meeting record made an oral submission in connection therewith.

Designation Under the Ontario Heritage Act

Should Council wish to prevent the demolition of heritage listed properties, its normal practice has been to issue a notice of its intent to designate them under *Section 29* of the *Ontario Heritage Act*. A recommendation to designate under this section requires an analysis of the cultural heritage values and attributes as they relate to *Regulation 9/06* of the *Act*. This regulation establishes three broad criteria, any one of which, or a combination of which, may justify designation:

1. Design Values
2. Historic Associations
3. Contextual Values

As noted earlier in this report, LACH received from its stewardship subcommittee statements of significance covering all three criteria for all three properties. (Appendix 3) These statements are the result of thorough historical research and heritage architecture analysis, undertaken through a collaborative effort of individuals having local history and architectural heritage expertise. All three statements are further supported by exterior photographs, also supplied by the LACH stewardship subcommittee, illustrating many of the key features cited in the text descriptions. (Appendix 4)

Staff conducted site visits at and photographed all three properties on June 23 and 29, 2015. Having reviewed the information presented in Appendices 3 and 4, staff concur with the analysis presented in those documents.

Council may issue intent to designate without the consent of a property owner. Any person who objects to a proposed designation, within thirty days after the date of publication of the notice of intention, can appeal Council’s decision to the Conservation Review Board.

Heritage Value

The *Ontario Heritage Act* relies upon a values-based approach to potential conservation of heritage attributes on real property. Whether a property is listed or designated, there is no required minimum property age threshold, economic value, physical condition, or attribute to fulfil in regard to any of the three broad criteria. Heritage designation does not require a property owner to maintain its features and attributes to a certain condition or appearance. Incentives offered under the City’s Heritage Community Improvement Plan are available for designated heritage properties in order to assist property owners seeking to maintain heritage attributes in the redevelopment of their properties.

The Downtown properties under review in this report are among a group just south of the Talbot Mixed-Use Area delineated in s. 3.5.1 of the Official Plan. They show similarities with the characteristics of the “Talbot North” neighbourhood in the 1994 *Heritage Places* document, a description of potential heritage conservation areas in the City of London, where it is noted:

An area in transition, like Talbot North, often presents conflicting design directions. The juxtaposition of old and new architecture holds the potential for releasing a visual impact that is bold and exciting. That is the challenge facing Talbot North, how to integrate old and new architecture. The instability inherent in a transitional area is seen here - parking

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lots, inadequate building maintenance, jarring differences in architecture and inappropriate building renovation.

The August 24, 2014, Heritage Conservation District Status Report cast Talbot North as third in the priority list for potential HCD study, after those area currently being pursued by Council direction [St. George-Grosvenor and SoHo]. It is staff’s position that neither the designation of the 3 subject properties nor their potential demolition alters the appropriateness of this ranking.

In many previous instances when designation is not pursued for a heritage listed property, Council has adopted staff recommendations to request that, prior to demolition, the owner undertake or permit photographic documentation [interior and/or exterior] of the property, provision or production of a set of scaled architectural drawings, salvage by the owner of selected architectural artefacts for re-use on-site or made available by owner to others for re-use elsewhere, or any combination of these.

Planning Application

The properties under review in this report are located in the north part of the Downtown London boundary delineated in the Official Plan and outside of the Downtown Heritage Conservation District Boundary. One objective in the Official Plan is to “encourage new development, redevelopment, and public works to be sensitive to, and in harmony with, the City’s heritage resources”. It is possible to achieve this objective ranging from the partial or complete retention and restoration of heritage properties to introducing new construction which exhibits a sympathetic fit with forms, features, and materials found in the surroundings. In planning applications, many, sometimes competing, Official Plan objectives need to be considered and reconciled in pursuing the goals set in the Plan.

The City has achieved a notable degree of success in its investments made in Downtown London’s regeneration, fostering increased demand for additional residential units, and realizing an escalation of property values. This situation can create compelling investment propositions where new and redevelopment can yield returns higher than what can be achieved with existing development [be they heritage resources or otherwise]. In this property development market [land prices, land availability], if vacant redevelopment sites exist that are not developed up to their permitted zoning or perceived “highest and best use”, built non-heritage, and built heritage sites both experience redevelopment pressure.

If heritage resources are to be lost or impacted by redevelopment, the proposed redevelopment should be of equal or higher quality and community benefit in order that a net positive contribution to city-building results from the new development. The development proposal the owner has presented for the subject properties in the zoning by-law amendment application addresses the challenge facing the transitional nature of Talbot North documented 20 years ago. The proposed new architecture takes informed and sympathetic formal, visual, and material cues from the old, creating a more successful juxtaposition of the historic with the contemporary than most of the 20th-century developments that have been introduced and remain in this 19th-century heritage context.

Conclusion

Two pieces of legislation are applicable to the subject properties: the *Ontario Planning Act* regarding the zoning by-law amendment application, and the *Ontario Heritage Act* regarding the demolition application. The redevelopment proposal that would result from approval of the requested zoning amendment is designed specifically for this site, which has been consolidated from four parcels, and requires the removal of the existing buildings on all of them. All the policies applicable to the alternate futures presented at this time for this site, should be reviewed before moving to designate the heritage properties, or declining to do so.

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J. Yanchula

PREPARED AND SUBMITTED BY:
JIM YANCHULA, MCIP, RPP MANAGER URBAN REGENERATION
RECOMMENDED BY:
JOHN M. FLEMING, MCIP, RPP MANAGING DIRECTOR, PLANNING AND CITY PLANNER

August 6, 2015

JY

Attach: Appendix 1- Location map; Appendix 2- Applicant's letter; Appendix 3- Statements of Significance; Appendix 4 - Illustrations Supporting the Statements of Significance

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Appendix 1- Location map



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Appendix 2- Applicant's letter



July 13, 2015

Attention: Mr. James Yanchula, Manager, Urban Regeneration
Mr. George Kotsifas, Chief Building Official

City of London Planning Services
206 Dundas St
London, Ontario N6A 1G7

City of London Development & Compliance Services
300 Dufferin Ave
London, Ontario N6A 4L9

Sent via email: jyanchul@london.ca; gkotsifa@London.ca

RE: Demolition applications for 505, 507 & 511 Talbot St

Please accept this letter and request on behalf of 505 Talbot Limited as the applicants of the above noted demolition applications. We are aware that our applications for demolition are scheduled to be discussed at a London Advisory Committee on Heritage (LACH) meeting on July 16th. As you may be aware, our applications for demolition have been submitted in conjunction with a rezoning application for these properties to permit a high rise condominium development. Due to the fact that our planning application for rezoning has not been fully reviewed by City staff, we feel it is premature for the LACH hearing to be conducted until such time as City staff have been able to properly and thoroughly review the development application so that all involved can have a full picture of what the various applications represent in their entirety.

We understand the staff report for the development application will be complete August 10th and the Planning and Environment Committee meeting for the development application is scheduled for August 24th. We therefore respectfully request a deferral of the LACH meeting to discuss our applications until a date following the finalization of the staff report so that all information pertinent to the proposed development and demolition applications is readily available. Accordingly, we are also requesting that our application for demolition be amended from June 30, 2015 to July 7, 2015 to allow Council a full 60 days prior to considering the application at the September 1st Council meeting.

We understand there is no LACH meeting currently scheduled for August however, if there were to be a LACH meeting scheduled in August on the customary second Wednesday of the month (or thereabouts), then that date would also fit within the timelines mentioned above.

Thank you and the members of LACH for your consideration of the above requests.

Regards,

Joe Carapella

President, 505 Talbot Limited d.b.a. Tricar Group

Cc: John Fleming (JmFlemin@london.ca)

3800 Colonel Talbot Road, London, Ontario N6P 1H5
Phone: (519) 652-8900 ▼ Fax: (519) 652-8905
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Appendix 3 – Statements of Significance Recommended by the London Advisory Committee on Heritage

Statement of Significance for 505 Talbot Street

Legal Description: PLAN 199 PT LOTS 1 AND 2 W TALBOT ST REG 9348.00SF 82.00FR 114.00D
Roll Number: 010040011000000

Physical/Design Values

The house at 505 Talbot Street (c. 1880) is both a representative example of the Italianate style and one that is rare and unique in the degree to which its ornamental trim exemplifies particularly fine craftsmanship and artistic merit. In *The Historic Heart of London* (1978), John H. Lutman said of 505 Talbot St. that “the house design is a fine representation of the Italianate style of architecture. It possesses a low hipped roof, edged by a bracketed cornice and frieze, and elongated windows and two balanced bays on either side of a two storey projection, which serve to brightly light the interior.” The decorative details include a remarkable frieze, comprising an arcade of open pointed arches separated by posts terminating in a bracket at the top and a trefoil at the bottom, below the finely moulded base of the cornice. Among the other excellent examples of decorative trim are the stone lintels with pierced flower designs, the trefoil and flower designs in the cornice of the bay windows, and the hexagonal strutwork of the centre gable. This remarkable trim explains the inclusion of this building in the list of “good residences” described as making Talbot Street noteworthy in Goodspeed’s 1889 *History of the County of Middlesex*.

Historical/Associative Values

Talbot Street’s recognition as a fine residential streetscape dates back to 1852 when several Londoners funded a company with the mandate to acquire, survey and sell two hundred acres west of Richmond St. and north of John St., and has been referred to as London’s first suburb. *Heritage Places* states: “Many community leaders lived here and thus it acquired an exclusive character”. The names of founding fathers such as John Carling, Elijah Leonard and George Goodhue can be found as builders of early residences in this area. John Lutman’s seminal work, *The Historic Heart of London* highlights Talbot St. as “still reflective of the prestige the street formerly possessed.”

The house at 505 Talbot Street, was built c. 1880 for James Owrey, a Director and then Vice-President of the Agricultural Savings and Loan Company, and, by 1889, Vice-President of the London Loan and Savings Company of Canada, founded by Thomas Kent. In addition to his important roles in the emerging financial importance of London during the 1870s and 1880s, Owrey also served as a Justice of the Peace. He lived at his home on Talbot Street until 1898.

Contextual Values

The three residences at 505 Talbot St. (c. 1881), 507 Talbot St. (1886), and 511 Talbot St., (1900) dated respectively c. 1881 (505), 1900 (511) and 1886 (507), form a remarkably interesting and attractive streetscape. Immediately to the north is what was originally the Talbot Street Baptist Church (1881-2), and nearby on the south is Camden Terrace (479 to 489 Talbot St.), a highly important Italianate row of houses built in the 1870s and designed by the eminent London architect Samuel Peters Jr., who lived here for several years before his death in 1882. Apart from their historical significance, which represent an essential reminder of a page in the city’s history, the buildings at 505, 507, and 511 Talbot St. add an important link in the streetscapes exploration of the period’s architectural styles.

The Talbot St. area has long been recognized for the importance of many early structures, with many groupings, such as numbers 580 to 611 and 639 to 661, many of which are also Italianate houses of great architectural and historical significance. There are other architecturally significant buildings on the nearby streets of Albert and Kent. It is an area that has become extremely vulnerable and yet is one of London’s foremost early architecturally outstanding neighbourhoods.

The city has installed streetlights, which are designed to look like gas lamps. These gas lamps run along Talbot on both sides of the street between Kent and Fullerton, reinforcing the historic character of the area.

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Heritage Attributes

- two storey brick Italianate style mansion
- hipped roof, wide eaves, elongated windows
- large, elaborate paired brackets, featuring a ladder design, under the eaves
- an intricate frieze, featuring an arcade of pointed arches, trefoils, finely moulded horizontal elements, and smaller brackets all around the cornice of the building
- projecting frontispiece, with front doorway and trim, pointed window, and hexagonal strutwork with pierced insets in gable
- large bay windows on each side of door, with trefoil and bas-relief flower designs in slanted cornice
- large octagonal tower at southwest corner of main block with many large brackets and a polygonal hipped roof
- porch with elaborate woodwork on south side of rear part
- all windows with stone sills and stone arches
- stone lintels over the windows of the upper floor and over the attic window of the frontispiece, carved with incised flower motifs, and brick voussoirs laid to form a pointed arch over other windows

Statement of Significance for 507 Talbot Street

Legal description of Property: PLAN 199 1/2 PT LOT 2 REG 2356.00SF 20.67FR 114.00D
Roll number: 010040010000000

Physical/Design Values

507 Talbot Street (1886) is a modest white brick vernacular building, displaying a variety of features accrued from different styles, probably at different times. The attractive fretwork bargeboard echoes the earlier Gothic Revival style, the segmental arches over the windows and the front door reflect Italianate influence, and the fine matching stained glass designs in the transom over the door and front window probably represent later early 20th-century additions. The unusually eclectic result of this combination is a building of considerable charm that fits well within a streetscape marked by distinctive buildings of its period.

Historical/Associative Values

Talbot Street’s recognition as a fine residential streetscape dates back to 1852 when several Londoners funded a company with the mandate to acquire, survey and sell two hundred acres west of Richmond St. and north of John St., and has been referred to as London’s first suburb. *Heritage Places* states: “Many community leaders lived here and thus it acquired an exclusive character”. The names of founding fathers such as John Carling, Elijah Leonard and George Goodhue can be found as builders of early residences in this area. John Lutman’s seminal work, *The Historic Heart of London* highlights Talbot St. as “still reflective of the prestige the street formerly possessed.” Although significantly different in character, the three houses at 505, 507, and 511 Talbot Street together possess a synergetic quality that make them a compelling part of Talbot Streets historic importance as a residential showpiece.

507 Talbot Street built in 1886 was first occupied by William Brown, carriage-maker, and later by a clerk and a barber.

Contextual Values

The three residences at 505 Talbot St. (c. 1881), 507 Talbot St. (1886), and 511 Talbot St., (1900) dated respectively c. 1881 (505), 1900 (511) and 1886 (507), form a remarkably interesting and attractive streetscape. Immediately to the north is what was originally the Talbot Street Baptist Church (1881-2), and nearby on the south is Camden Terrace (479 to 489 Talbot St.), a highly important Italianate row of houses built in the 1870s and designed by the eminent London architect Samuel Peters Jr., who lived here for several years before his death in 1882. Apart from their historical significance, which represent an essential reminder of a page in the city’s history, the buildings at 505, 507, and 511 Talbot St. add an important link in the streetscapes exploration of the period’s architectural styles.

The Talbot St. area has long been recognized for the importance of many early structures, with many groupings, such as numbers 580 to 611 and 639 to 661, many of which are also Italianate houses of

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great architectural and historical significance. There are other architecturally significant buildings on the nearby streets of Albert and Kent. It is an area that has become extremely vulnerable and yet is one of London's foremost early architecturally outstanding neighbourhoods.

The city has installed streetlights, which are designed to look like gas lamps. These gas lamps run along Talbot on both sides of the street between Kent and Fullerton, reinforcing the historic character of the area.

Heritage Attributes

- one-and-a-half storey white brick house
- fretwork bargeboard
- excellent mouldings under gable eaves and around door
- turned finial and pendant
- segmented arch brick voussoirs above windows and doors
- transoms with matching stained glass above windows and doors

Statement of Significance for 511 Talbot Street

Legal description: PLAN 199 1/2 PT LOT 2 REG 5799.00SF 48.33FR 120.00D
Roll number: 010040008000000

Physical/Design Values

The late Italianate house at 511 Talbot Street (1990) is unusual in its somewhat squat proportions, caused in part by the way in which the hipped roofs of the two front bay windows merge directly with the roofline of the house. This building replaced an early single-storey frame house, fitting what appears to have been a rental property on a comparatively small lot. While economical in its fittings (as reflected, for example, in the brick sills), the house achieves a highly individual, somewhat British character that enables it to stand out within its streetscape. The three-sided bay windows, with their octagonal rooflines, blend well with the towers of the church next door and the bays of the more sophisticated house at 505 Talbot Street. Originally a double house, the façade now features a single front door.

Historical/Associative Values

Talbot Street's recognition as a fine residential streetscape dates back to 1852 when several Londoners funded a company with the mandate to acquire, survey and sell two hundred acres west of Richmond St. and north of John St., and has been referred to as London's first suburb. *Heritage Places* states: "Many community leaders lived here and thus it acquired an exclusive character". The names of founding fathers such as John Carling, Elijah Leonard and George Goodhue can be found as builders of early residences in this area. John Lutman's seminal work, *The Historic Heart of London* highlights Talbot St. as "still reflective of the prestige the street formerly possessed." Although significantly different in character, the three houses at 505, 507, and 511 Talbot Street together possess a synergetic quality that make them a compelling part of Talbot Streets historic importance as a residential showpiece.

Among the early occupants of the double house at 511 Talbot Street were a carriage-maker, an accountant, and a teacher.

Contextual Values

The three residences at 505 Talbot St. (c, 1881), 507 Talbot St. (1886), and 511 Talbot St., (1900) dated respectively c. 1881 (505), 1900 (511) and 1886 (507), form a remarkably interesting and attractive streetscape. Immediately to the north is what was originally the Talbot Street Baptist Church (1881-2), and nearby on the south is Camden Terrace (479 to 489 Talbot St.), a highly important Italianate row of houses built in the 1870s and designed by the eminent London architect Samuel Peters Jr., who lived here for several years before his death in 1882. Apart from their historical significance, which represent an essential reminder of a page in the city's history, the buildings at 505, 507, and 511 Talbot St. add an important link in the streetscapes exploration of the period's architectural styles.

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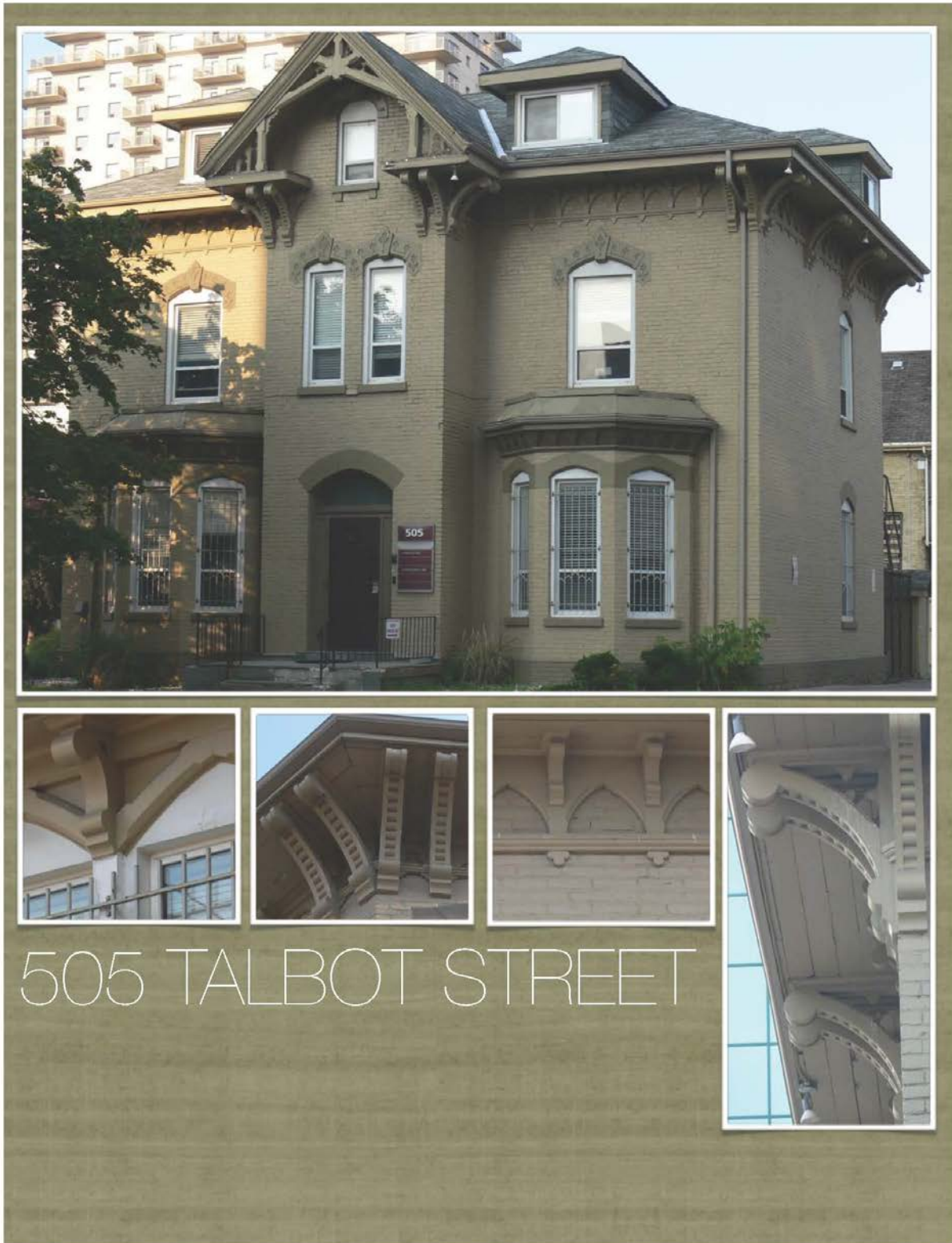
Heritage Attributes

- two storey white brick structure with hipped roof
- tall chimneys on south side and north side
- position of central doorway
- wide, three-sided two storey bay windows with hipped roofs at each side of door
- shallow segmented arch window embrasures with brick voussoirs and brick sills

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Appendix 4 – Illustrations Supporting the Statements of Significance Recommended by the London Advisory Committee on Heritage



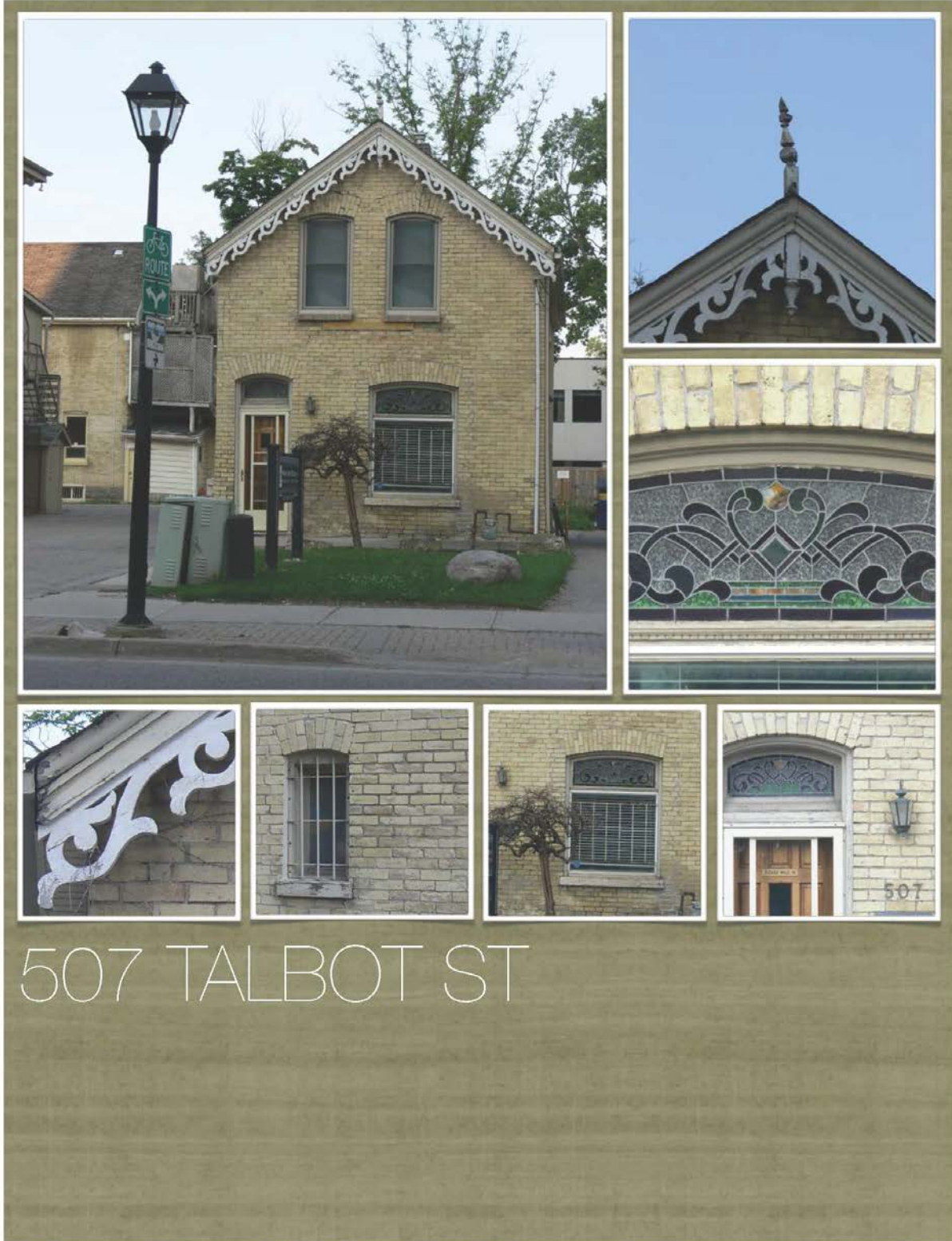
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