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TO:	CHAIR AND MEMBERS PLANNING & ENVIRONMENT COMMITTEE PUBLIC PARTICIPATION MEETING ON MONDAY, FEB. 6, 2012
FROM:	JOHN M. FLEMING DIRECTOR, LAND USE PLANNING AND CITY PLANNER
SUBJECT:	REQUEST FOR DEMOLITION 86 CARTWRIGHT STREET KAPLAND CONSTRUCTION

RECOMMENDATION

That, on the recommendation of the of the Director of Land Use Planning and City Planner, with the advice of the Heritage Planner, the Director of Building Controls **BE ADVISED** that municipal Council does not object to the demolition of the designated property at 86 Cartwright Street subject to the conditions noted; it is noted also that the London Advisory Committee on Heritage has been consulted on this matter and does not object to the demolition.

PREVIOUS REPORTS PERTINENT TO THIS MATTER
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June 16, 2008: Report to Planning Committee – *West Woodfield Heritage Conservation District*

BACKGROUND

The building at 86 Cartwright Street is a single storey frame cottage style structure located on the east side of Cartwright Street between Princess Avenue and Central Avenue. (Appendix 1) Built circa 1894, it is designated under Section 41 of the Ontario Heritage Act by virtue of its location in the West Woodfield Heritage Conservation District established in 2009. In the background study prepared for the District this building is identified as a category “C” building. Category “C” buildings are described as buildings whose form and massing belong to a “historical category of buildings and who might be considered a good example of a modest design representing the area or repeated in many locations.” Prior to the creation of the West Woodfield District, this building had not been identified as a listed building on the City’s *Inventory of Heritage Resources*.

Built in a vernacular style, he building is a wood frame structure clad with insul brick siding, resting on a rusticated concrete block foundation. At some point, a second residential unit was installed in the building by placing a second bathroom and kitchen area on the main floor. The basement has not been used for residential purposes. A small wood frame addition was attached to the rear of the building in the past and has recently been removed. The building is located on land zoned R3-2.

With respect to heritage features, its simplicity of its style as representative of a common working class residence of the late 19th Century is evident. Original interior elements have either disappeared over time, or have been covered to accommodate its use as a duplex dwelling. Some windows may be original. On the exterior, the front porch is a later addition and a dormer has been placed in the attic area and then sided with vinyl. (Appendix 3 –Photos.)

The building had been the focus of a number of complaints to By-Law Enforcement. In 2007, a make safe order was issued with respect to the condition of the chimney which had separated from the house. More recently, complaints were received about broken windows, tall grass and

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weeds, the presence of needles and the deteriorating condition of the structure in general and a second make-safe order was issued with respect to the condition of the back addition. The building has recently (November, 2011) been sold by the City in a tax sale to the new owner who is seeking demolition approval.

A building condition assessment report was conducted for the City by a structural engineer in December, 2009. At that time it concluded that the building was in “fair to good condition” but it noted situations where current Ontario Building Code requirements were not met. It further commented on the dilapidated interior conditions that existed and noted that there was no evidence of water infiltration. It commented that the rear “lean-to” should be demolished and made other suggestions as to needed repairs. (Appendix 4)

West Woodfield Heritage Conservation Guidelines

The West Woodfield Heritage Conservation District Plan states that “the demolition of buildings within a heritage district is strongly discouraged...However, it is recognized that there are situations where demolition may be necessary such as partial destruction due to fire or other catastrophic events, severe structural instability, and occasionally redevelopment that is in keeping with appropriate City policies.”

The Plan further states that “where demolition is necessary, particularly for buildings ranked as A, B, C, in the Architectural Rating Figure the following actions should be taken where feasible:

- a) Photographic documentation of any notable architectural features and construction techniques are to be taken to create a record of the building and its components.
- b) 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 neighbourhoods which require repair and restoration over time.

Section 8.2 of the District Plan provides guidelines for the erection of new residential buildings necessitated by fire or by structural instability and notes: “In such situations, new buildings must be designed to be compatible with the heritage characteristics of the West Woodfield Neighbourhood to help retain the overall visual context of the area.”

Policies:

(a) New buildings shall respect and be compatible with the heritage character of the West Woodfield area through attention to height, built form, setback, massing, material and other architectural elements.

(b) Design guidelines provided in Section 8 of this Plan will also be used to review and evaluate proposals for new buildings to ensure that new development is compatible with the adjacent context.

- *Match setback, footprint, size and massing patterns of the neighbourhood, particularly to the immediately adjacent neighbors.*
- *Setbacks of new development should be consistent with adjacent buildings. Where setbacks are not generally uniform, the new building should be aligned with the building that is most similar to the predominant setback on the street.*
- *New buildings and entrances must be oriented to the street and are encouraged to have architectural interest to contribute to the visual appeal of the neighbourhood.*
- *Respond to unique conditions or location, such as corner properties, by providing architectural interest and details on both street facing facades.*
- *Use roof shapes and major design elements that are complementary to surrounding buildings and heritage patterns.*
- *Size, shape, proportion, number and placement of windows and doors should reflect common building patterns and styles of other buildings in the immediate area.*
- *Use materials and colours that represent the texture and palette of the West Woodfield neighbourhood.*
- *Where appropriate, incorporate in a contemporary way some of the traditional details that are standard elements in the principal facades of properties in the West Woodfield Neighbourhood. Such details as transoms and sidelights at doors and windows, covered porches, divided light windows and decorative details to articulate plain and flat surfaces, add character that complements the original appearance of the neighbourhood and add value to the individual property.*

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- *Front drive garages are strongly discouraged. Garages should be located in the rear yard whenever possible.*
- *In cases where the new building is replacing a high rise, the height should be restricted to match the existing building plus or minus one floor.*

Analysis

Demolition of heritage structures is not something easily recommended. On the surface, this building would not appear important to the average observer. Its current condition, as a result of its vacancy for the past few years, illustrates demolition through neglect by previous owners. Prior to that, though, the building had lost some of its original architectural features. Its demolition would not be an issue except for the fact that it lies within the West Woodfield Heritage Conservation District and therefore, is subject to the District Plan created by Council in 2008 which came into force in 2009.

Notwithstanding its current condition and appearance, the building is a representative example of a style and type of building typical of working class properties in the late 19th Century. Other examples of this type of building can be found elsewhere on this street and throughout the Woodfield area. For this reason, it is important to retain such properties as they help form the historic character of the area, one of the goals of any heritage conservation district. Retention of “ordinary” buildings enables a district such as West Woodfield to retain a more diverse building stock.

The demolition of a property within a district on the basis of its deteriorated condition through neglect may set an example that might encourage other property owners of smaller properties to do the same with the expectation of financial gain through the construction of newer, larger buildings. If this becomes common, the character of the conservation district will change. For this reason, the District Plan and related Conservation Guidelines discourage demolition save for specific reasons –damage from catastrophic events such as fire, severe structural weaknesses and redevelopment in keeping with appropriate municipal policies. In this case, while the building condition report noted that the “structure” of the building was in a fair to good condition, the dilapidation of the existing building and the required renovations would seem to require extensive investment capital perhaps more than could be expected to restore the building to its original single family state.

As part of the application, a concept drawing has been submitted by the applicant showing plans for a new building for rental purposes featuring at least two units. (Appendix 4) Given the current zoning on the property, R2-3, the proposed new building would be in keeping with the City’s policies with respect to intensification.

The proposed new building would appear to conform to the guidelines of the West Woodfield Heritage Conservation District for a new build.

The dilemma posed by this request for demolition was evident for members of the Advisory Committee on Heritage as it considered this matter at its meeting on January 11, 2012. After a wide ranging discussion, the LACH recommended to Council that it not oppose the demolition provided the new building to be constructed on the site conformed to the concept drawing shown at the meeting by the applicant.

In addressing the concern about encouraging demolition through neglect, the LACH was informed that the City has revised its Property Standards By-law to include specific provision with respect to the preservation of heritage attributes on designated heritage properties. Rigorous enforcement of this by-law should assist in dealing with this issue.

Recommendations

Given the current state of the building, potential costs for renovations, its vacancy for a number of years, and, given the new owner’s plans for the site, it is recommended that the demolition request be granted and that the Director of Building Controls be advised that municipal council does not oppose the demolition, subject to agreement by the owner that the new structure proposed for the site be in keeping with the concept show and subject further, that provision be made for the heritage planner to photo document the existing structure prior to demolition and

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that salvageable heritage materials be retained for future use.

PREPARED BY:	SUBMITTED BY:
D. MENARD HERITAGE PLANNER CITY PLANNING AND RESEARCH	G. BARRETT, AICP MANAGER –CITY PLANNING AND RESEARCH
RECOMMENDED BY:	
J.M FLEMING, MCIP, RPP DIRECTOR, LAND USE PLANNING AND CITY PLANNING	

Jan. 13, 2012

dm/

Attach: Appendix 1- Location Map; Appendix 2- Photos; Appendix 3 – Condition Report;
Appendix 4 – Concept Drawing

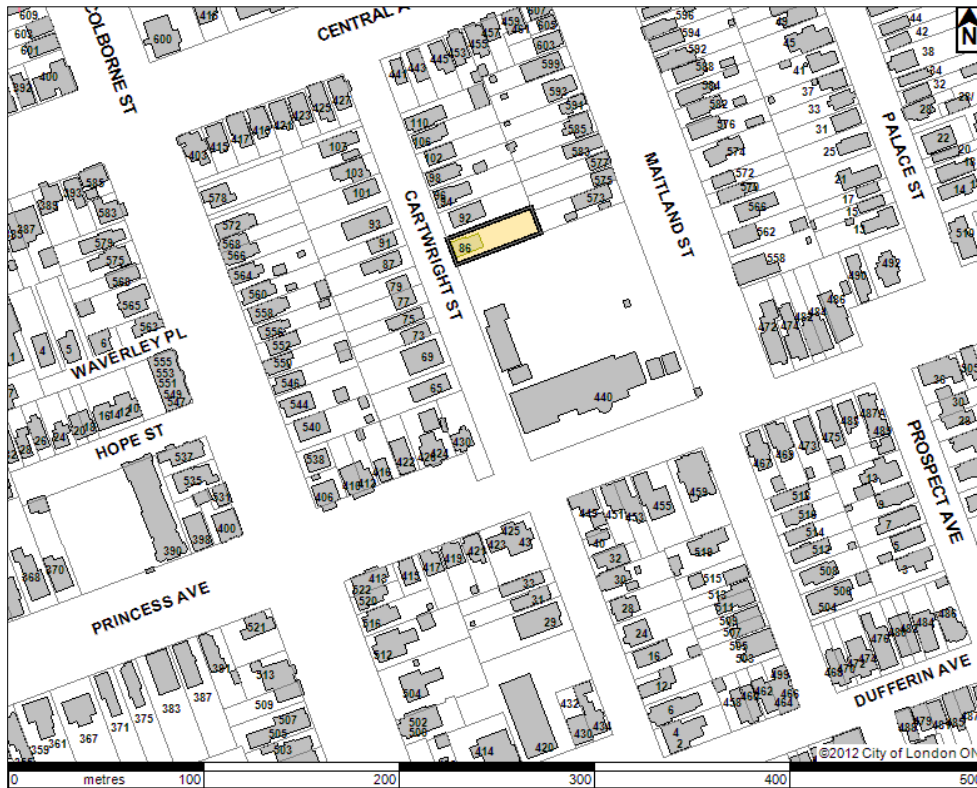
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Appendix 1: Location Map – 86 Cartwright Street

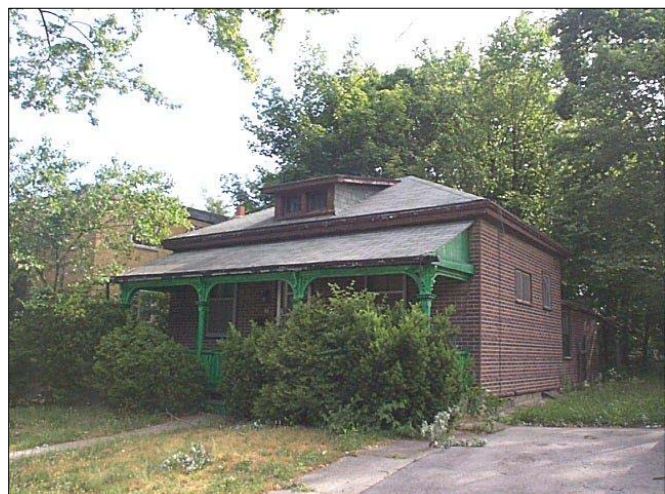


Appendix 2 Photos: 86 Cartwright

Recent



At an earlier date



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Appendix 2 Continued –Photos -86 Cartwright Street -2010



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Appendix 3: Building Condition Report: Debbert Engineering

December 30, 2009

On December 16, 2009 we visited the above-noted residence to review the overall structural condition and give an opinion as to its general conformance to the Ontario Building Code (OBC). Our review was visual in nature and did not include any intrusive or destructive testing. This review was requested by City of London Property Standards Section due to concerns regarding the condition of the residence.

Observations

The single-storey house appeared to be approximately 100 years old with a cottage roof at the front (west side) of the house (Photograph 1) a gable roof in the middle (Photograph 2) and a 'lean-to' addition at the rear. (Photograph 3) The building was clad in an asphalt shingle type material with a brick appearance. Although the front porch deck and railing appeared to be relatively new, the porch canopy was original and framed with 2x4s at approximately 24" on centre. This canopy framing does not meet current OBC requirements. The foundations consisted of hollow concrete block with two window wells on the south side. Although some minor mortar repointing was required in the foundation wall, it appeared to be generally in sound condition. (Photograph 4). No evidence of significant water ingress was observed. The window wells did require some repair and the basement walls required interior insulation to below the frost line (OBC requirement).

The main floor framing appeared to be in good condition; however the central floor beam consisted of a 2x8 member on the flat, which did not meet current OBC requirements. A walk out from the basement was boarded-up; however this could be corrected by installation of an insulated door. The roof framing was not observed, however the main cottage roof appeared to be in good condition with no dips or deflections observed. The asphalt shingle on the cottage and gable roofs were in good condition. The gable roof framing also appeared to be in good condition, other than a dip in the roof at the south east corner above an overhang. Upon closer examination, we noted that dip in the roof was a deliberate framing technique. The 'lean-to' roof framing at the rear of the building, however, was in poor condition as demonstrated by the large sag in the roof. The paint of the 'lean-to' was also in very poor condition. Interior partitions were in fair to good condition, with peeling paint and cracks in the plaster in several locations. A portion of the lath and plaster ceiling in the bathroom was broken and sagging (Photograph 5). The interior of the building in general was strewn with debris and 'junk' and required cleaning, patching and painting.

Recommendations

In our opinion, the building structure, with the exception of the 'lean-to' was generally in fair to good condition with some minor deficiencies. The rear 'lean-to' should be demolished. The front porch roof framing should be reinforced with additional rafter members. The interior foundation wall requires minor repointing, repair of the window wells and installation of new interior insulation. A new centre beam should be installed to support the floor framing. Installation of new teleposts and footings may also be required. The interior requires cleaning, patching and painting. From an aesthetic and long-term maintenance perspective, the exterior of the building should be clad in siding or other more durable materials. We understand from the contractor that the chimney was removed and the furnace may also require replacement with a zero clearance type unit in order to meet OBC requirements.

The foregoing recommendations are based on our visual assessment and do not represent a comprehensive review of all structural elements. There may also be deficiencies present that are hidden from view and do not meet the minimum OBC requirements. Although we commented on some non-structural deficiencies, our review did not include an overall assessment of the non-structural elements. Should the owner proceed with rehabilitation, we recommend that they retain a qualified 'Designer' to review existing conditions in order to identify any other items that may not have been identified in this report.

We trust that the foregoing meets your needs at this time. Should you have any questions, please contact the undersigned at your convenience.

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Appendix 4: Concept Drawing of Proposed New Build



PROPOSED BUILDING 86 CARTWRIGHT ST. LONDON

Nov 2011