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**Z-8523
Chuck Parker**

TO:	CHAIR AND MEMBERS PLANNING & ENVIRONMENT COMMITTEE
FROM:	JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER
SUBJECT:	CITY OF LONDON 175-183 KING STREET PUBLIC PARTICIPATION MEETING ON Monday, January 18, 2016

RECOMMENDATION

That, on the recommendation of the Managing Director, Planning and City Planner, the following actions be taken with respect to the zoning by-law amendment initiated by direction of Municipal Council on July 28, 2015 relating to a portion of the properties located at 175-183 King Street:

- (a) the proposed by-law attached hereto as Appendix "A" **BE INTRODUCED** at the Municipal Council meeting on January 26, 2016 to amend Zoning By-law No. Z.-1, in conformity with the Official Plan, to change the zoning of a portion of the subject property **FROM** a Holding Downtown Area Special Provision (h-3•DA1(6)•D350) Zone **TO** a Heritage/Downtown Area Special Provision (HER/DA1(6)•D350) Zone.

PREVIOUS REPORTS PERTINENT TO THIS MATTER
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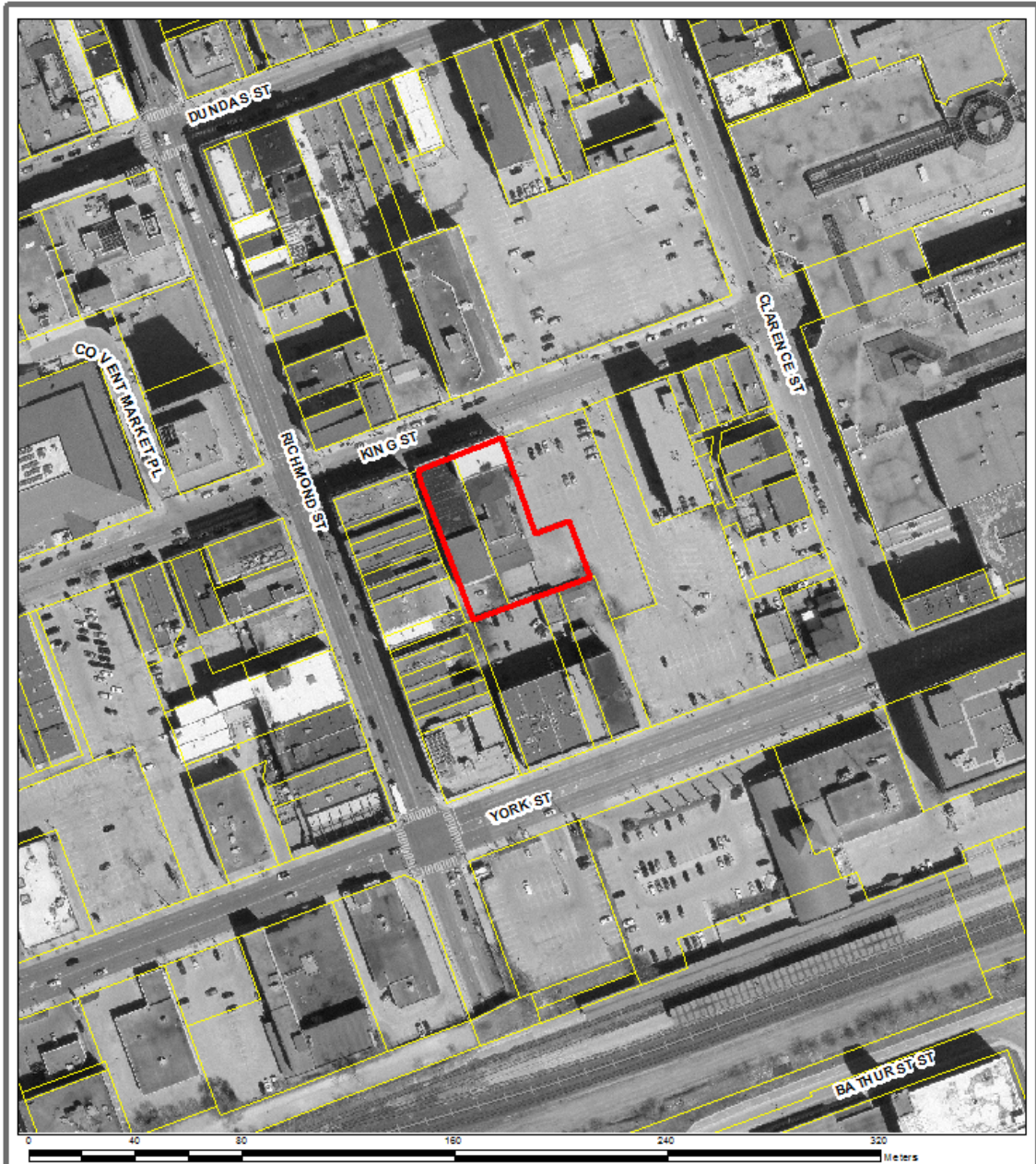
1. January 2011 Downtown London Heritage Conservation District (HCD) Study
2. February 14, 2011 Report to BNEC – Adoption of HCD Study
3. March 2012 Downtown London Heritage Conservation District (HCD) Plan
4. March 26, 2012 Report to PEC - Adoption of HCD Plan
5. April 7, 2015 “Our Move Forward – London’s Downtown Plan” Adoption
6. June 15, 2015 Report to PEC – Request for Demolition Report – 183 King Street
7. July 20, 2015 Report to PEC – Potential for Applying the Heritage (HER) Zone to 183 King Street

PURPOSE AND EFFECT OF RECOMMENDED ACTION

The purpose and effect of this zoning change is to apply the Heritage (HER) Zone to a portion of the existing buildings which are worthy of preservation. The HER Zone would limit any future development on the property to the same height, volume, floor area, general form, mass and external design as currently exists on the site. The Downtown Area Special Provision (DA1(6)•D350) identifies the permitted uses in the existing buildings. These properties are currently designated under Part V of the Ontario Heritage Act because they are within the boundaries of the Downtown Heritage Conservation District.

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LOCATION MAP

Subject Site : 175-183 King St
Applicant: City of London
File Number : Z-8523

Planner : CP
Created By : MB
Date : 2015/08/31
Scale : 1:2000

Legend

 **Subject Site**

Prepared by : Graphics & Information Services , Planning Division
Corporation of the City of London
File=planning/projects/p_locationmaps/MXDc



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RATIONALE

1. A Heritage Impact Assessment (HIA) has been completed by an outside heritage consultant who has recommended that the front portion of the buildings are worthy of preservation under Section IV of the Ontario Heritage Act and therefore should be separately zoned Heritage (HER).
2. The recommendation is in conformity with the Downtown Heritage Conservation District Plan and associated Official Plan amendments.
3. The London Advisory Committee on Heritage (LACH) has reviewed the HIA and agrees with the consultant’s recommendation.

BACKGROUND

Date Amendment Initiated: August 20, 2015

DIRECTED ACTION: On July 28, 2015 Council resolved;

*“ That, on the recommendation of the Managing director, Planning and City Planner, the Civic Administration **BE DIRECTED** to initiate a zoning by-law amendment application to apply the Heritage (HER) Zone to the lands at 183 King Street and the adjacent lands at 175-181 King Street.”*

SITE CHARACTERISTICS:

- **Current Land Use** – Vacant buildings
- **Area** - .23 ha (.58 ac)

SURROUNDING LAND USES:

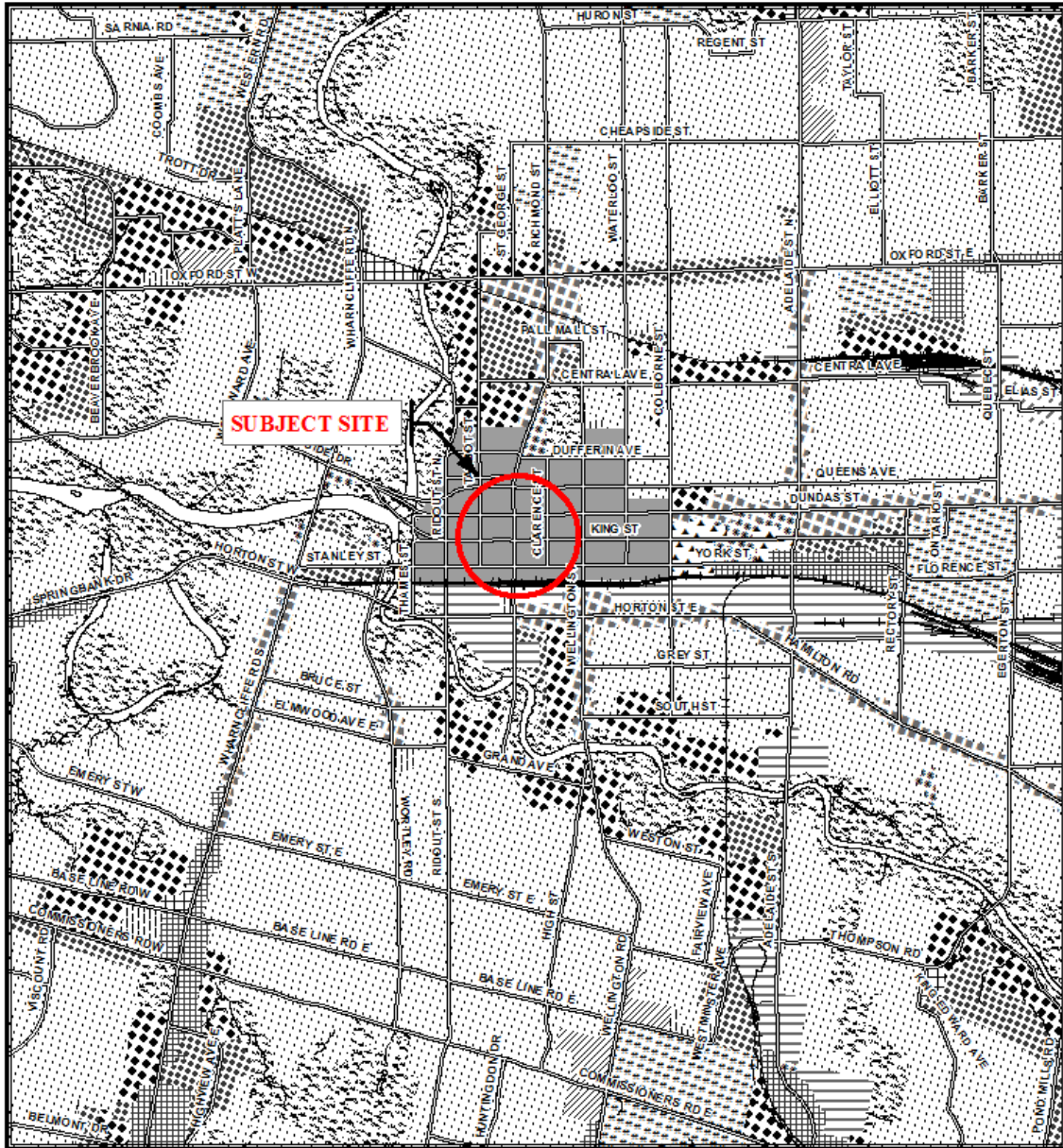
- **North** - Restaurants, hotel/apartment building
- **South** - commercial buildings
- **East** - parking lot, commercial buildings
- **West** - commercial buildings

OFFICIAL PLAN DESIGNATION: (refer to Official Plan Map)

DOWNTOWN is the primary multi-functional activity centre serving the City of London and the surrounding area, comprising much of southwestern Ontario. It contains regionally significant office, retail, service, government recreational, entertainment and cultural facilities and is distinguished from other areas in the City by its concentration of employment and its intensive, multi-functional land use pattern. It is intended that the Downtown will continue to be the major office employment centre and commercial district in the City, and that its function as a location for new medium and high density residential environment will be strengthened overtime. Support will also be given to the continued development of the Downtown as a regional meeting place and as the primary location for hotel, convention, Cultural, entertainment and other service facilities that will promote local tourism.

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Legend	
Downtown	Office/Residential
Wonderland Road Community Enterprise Corridor	Office Business Park
Enclosed Regional Commercial Node	General Industrial
New Format Regional Commercial Node	Light Industrial
Community Commercial Node	Regional Facility
Neighbourhood Commercial Node	Community Facility
Main Street Commercial Corridor	Open Space
Auto-Oriented Commercial Corridor	Urban Reserve - Community Growth
Multi-Family, High Density Residential	Urban Reserve - Industrial Growth
Multi-Family, Medium Density Residential	Rural Settlement
Low Density Residential	Environmental Review
Office Area	Agriculture
	Urban Growth Boundary

<p>CITY OF LONDON Department of Planning and Development</p> <p>OFFICIAL PLAN SCHEDULE A - LANDUSE -</p> <p><small>PREPARED BY: Graphics and Information Services</small></p>	<p>Scale 1:30,000</p> <p>0 0.2 0.4 0.6 0.8 1.0 1.2 1.4 1.6 1.8 2.0 Meters</p>	<p>FILE NUMBER: Z-8523</p> <p>PLANNER: CP</p> <p>TECHNICIAN: TT</p> <p>DATE: 2015/11/19</p>
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EXISTING ZONING: (refer to Zoning Map)

- **HOLDING DOWNTOWN AREA SPECIAL PROVISION (h-3•DA1(6)•D350) ZONE** permits a broad range of retail, office, residential and facility type land uses at the highest densities (350 units per hectare) and intensity (FAR 10:1) in the City subject to completion of a wind study for any new development over 30 metres (98.4 feet). The Special Provision Zone variation allows ground floor residential uses at the front of the building.

PLANNING HISTORY

In 2004 a minor variance application (A.51/04/George Bender) for 181 King Street was processed by the City which requested a reduction of parking spaces from 4 to 0 to allow the construction of an outdoor patio to the rear of a proposed bar/restaurant. The variance was approved by the Committee of Adjustment but was appealed by a neighbouring landowner on the basis of potential noise. The OMB dismissed the appeal on December 8, 2004 based on two additional conditions.

In late 2009 the City started the process of preparing a Downtown Heritage Conservation District (HCD) Plan by hiring a consultant and establishing a Steering Committee to review the process. During 2010 and 2011 a HCD Background Study and Plan were prepared and in April 2012 Council approved the Plan and the associated Official Plan amendments to implement the Plan. In the Plan the subject properties were given a Priority A (183 King Street) and Priority B (175-181 King Street) ranking, the highest two rankings.

On May 19, 2015 the owners of the property (Southside Construction Management Ltd.) submitted a demolition application for the buildings. In accordance with Section 42(4) of the Ontario Heritage Act, Municipal Council has 90 days thereafter to make a decision on the demolition request. On June 15, 2015 the Planning and Environment Committee (PEC) held a public meeting to consider the demolition request and on June 25, 2015 Council refused the request and directed staff to initiate a review the potential of applying a Heritage (HER) Zone to the property. A report was submitted to PEC on July 20, 2015 and on July 28, 2015 Council directed that a zoning by-law amendment be initiated to apply the Heritage (HER) Zone to all or a portion of the property. On August 31st the City received notice that the property owner has appealed the demolition refusal to the Ontario Municipal Board (OMB).

SIGNIFICANT DEPARTMENT/AGENCY COMMENTS

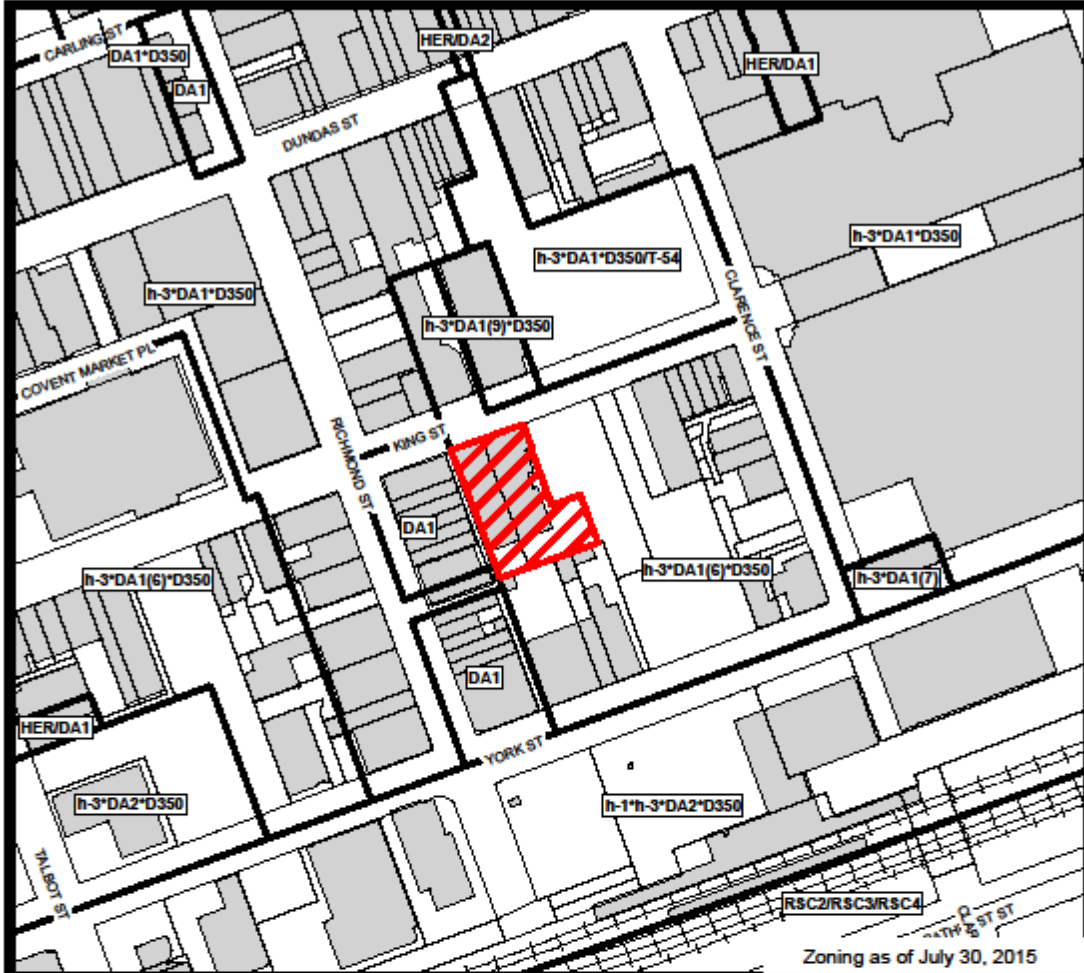
That the Civic Administration **BE ADVISED** that the London Advisory Committee on Heritage (LACH) indicated its support of the proposed HER Zone as outlined in the Heritage Impact Assessment (HIA) dated October 27, 2015, prepared by ERA Architects Inc., for the properties located at 179-181 and 183 King Street; it being noted that the LACH acknowledged the thoroughness of the HIA.

Transportation has indicated that “*King Street in the future has been identified as a rapid transit corridor which is supportive of intensification.*”

PUBLIC LIAISON:	On September 16, 2015 Notice of Application was sent to 75 property owners in the surrounding area. Notice of Application was also published in the <i>Public Notices and Bidding Opportunities</i> section of <i>The Londoner</i> on September 17, 2015.	Two replies were received
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Zoning as of July 30, 2015



COUNCIL APPROVED ZONING FOR THE SUBJECT SITE: h-3*DA1(6)*D350

1) **LEGEND FOR ZONING BY-LAW Z-1**

- | | |
|--|---|
| <ul style="list-style-type: none"> R1 - SINGLE DETACHED DWELLINGS R2 - SINGLE AND TWO UNIT DWELLINGS R3 - SINGLE TO FOUR UNIT DWELLINGS R4 - STREET TOWNHOUSE R5 - CLUSTER TOWNHOUSE R6 - CLUSTER HOUSING ALL FORMS R7 - SENIOR'S HOUSING R8 - MEDIUM DENSITY/LOW RISE APTS. R9 - MEDIUM TO HIGH DENSITY APTS. R10 - HIGH DENSITY APARTMENTS R11 - LODGING HOUSE
 DA - DOWNTOWN AREA RSA - REGIONAL SHOPPING AREA CSA - COMMUNITY SHOPPING AREA NSA - NEIGHBOURHOOD SHOPPING AREA BDC - BUSINESS DISTRICT COMMERCIAL AC - ARTERIAL COMMERCIAL HS - HIGHWAY SERVICE COMMERCIAL RSC - RESTRICTED SERVICE COMMERCIAL CC - CONVENIENCE COMMERCIAL SS - AUTOMOBILE SERVICE STATION ASA - ASSOCIATED SHOPPING AREA COMMERCIAL
 OR - OFFICE/RESIDENTIAL OC - OFFICE CONVERSION RO - RESTRICTED OFFICE OF - OFFICE | <ul style="list-style-type: none"> RF - REGIONAL FACILITY CF - COMMUNITY FACILITY NF - NEIGHBOURHOOD FACILITY HER - HERITAGE DC - DAY CARE
 OS - OPEN SPACE CR - COMMERCIAL RECREATION ER - ENVIRONMENTAL REVIEW
 OB - OFFICE BUSINESS PARK LI - LIGHT INDUSTRIAL GI - GENERAL INDUSTRIAL HI - HEAVY INDUSTRIAL EX - RESOURCE EXTRACTIVE UR - URBAN RESERVE
 AG - AGRICULTURAL AGC - AGRICULTURAL COMMERCIAL RRC - RURAL SETTLEMENT COMMERCIAL TGS - TEMPORARY GARDEN SUITE RT - RAIL TRANSPORTATION
 "N" - HOLDING SYMBOL "D" - DENSITY SYMBOL "H" - HEIGHT SYMBOL "B" - BONUS SYMBOL "T" - TEMPORARY USE SYMBOL |
|--|---|

CITY OF LONDON
 PLANNING, ENVIRONMENTAL AND ENGINEERING SERVICES

**ZONING
 BY-LAW NO. Z-1
 SCHEDULE A**



FILE NO:
 Z-8523 CP

MAP PREPARED:
 2015/08/31 MB

1:2,500
 0 12.525 50 75 100 Meters

THIS MAP IS AN UNOFFICIAL EXTRACT FROM THE ZONING BY-LAW WITH ADDED NOTATIONS

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Nature of Liaison: Possible change to Zoning By-law Z.-1 **FROM** a Holding Downtown Area Special Provision (h-3.DA1(6).D350) Zone **TO** a Heritage/Holding Downtown Area Special Provision (HER/h-3.DA1(6).D350) Zone.

Responses: The owner of one of the subject properties, 175-181 King Street, provided comments on the previous demolition request but asked that the same comments be used in the consideration of the proposed zoning by-law amendment;

“1. The Southside Group purchased 181 King Street from me in December 2014 and at that time I was made aware that the property was to be demolished along with 183 King Street to be part of a development along with the adjacent parking lot next to 183 King. I see no mention in the Free Press article that the company also owns the adjacent lands.

2. We had prior to selling our building proposed redeveloping 181 King Street and had no issues with the buildings structure in so much that some repairs were required. We also entertained buying and developing 183 King Street but our offer was rejected. During the due diligence period for the purchase again some structural repairs were identified but we saw no reason that the property could not be repurposed. Look what we did with 530 York Street as an example.

3. Considering what has been revived in the area there should be no demolition allowed. The Goodlife building, train station, Libro, Galleria, and other buildings in the block we are discussing are all adding to the character of the area and to allow more demolition just destroys what has been accomplished to date.

4. We already have too many patchwork gaps in streetscapes and need the City to use this as an example of preservation. If other developers can do it then I am confident Vito can also. Look at what Soufan is doing next to the bus station as an example.

As a developer there comes a time when you have to look at what is better for the overall purpose than just the investment. For Southside to come to the table a few months back and claim they did not know about the downtown master plan for the area he bought in is just nonsense. They are in the business to know and all the press that was given to this decision is just smoke and mirrors to the overall goals of the city for downtown and what is slated to be done with the connection from York street to Dundas street. We spent a great deal of time with public input to get this right.

Every building needs work if it is over 50 years of age. Look what Farhi accomplished with the planning building. If the Southside group had a renovation plan that eventually proved unworkable then I could see the next step after public input but what's the rush all of a sudden?

The property has been owned since December and it was clear at that time what their intended purpose was. It is time for more weighted discussion considering the City's plans for the area and not wholesale demolition which no one wants.

Just clearing the air and making sure you are aware of the bigger picture.”

A neighbouring landowner has commented that “our preference is that the existing building, or portions thereof, be rehabilitated but if it is structurally unsound any new development has to be the same scale, height etc. built within the existing building envelope. By doing this the zone provides a disincentive to demolish the building.”

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ANALYSIS

What is the Policy Basis for Application of the Heritage (HER) Zone?

Since the approval of the City’s Official Plan by Council in 1989 there has been a strong policy basis for the identification, conservation and implementation of programs for the conservation of significant heritage resources. As time has passed, and further changes made to the *Ontario Heritage Act*, the policies have become stronger and more focused. Two previous reports (June 15, 2015 and July 20, 2015) have been presented to Planning and Environment Committee (PEC) which comprehensively summarized the policy and regulatory provisions which are used to support heritage conservation. A summary of the policy and regulatory provisions are provided below to support the application of the Heritage (HER) Zone.

Section 2.6.1 of the *Provincial Policy Statement (2014)* directs that “significant built heritage resources and significant cultural heritage landscapes shall be conserved”. Properties included in the Downtown Heritage Conservation District (HCD) have been designated under Part V of the *Ontario Heritage Act* and are considered to be significant within that policy. “Conserved” is defined in the *Provincial Policy Statement (2014)* as “the identification, protection, use and/or management of built heritage resources in a manner that ensures their cultural heritage value or interest is retained under the *Ontario Heritage Act*”.

Policy 13.2.3 in London’s *Official Plan* states that “where heritage buildings are designated under the *Ontario Heritage Act*, no alteration, removal or demolition shall be undertaken which would adversely affect the reason(s) for designation except in accordance with the *Ontario Heritage Act*.” Also, policy 13.3.2 requires that “after a Heritage Conservation District has been designated by Council the erection, alteration, demolition, or removal of buildings or structures within the District shall be subject to the provisions of the *Ontario Heritage Act* and any secondary plan which takes the form of a Heritage Conservation District Plan.” That Heritage Conservation District was approved by Council in April 2012.

The *Downtown London Heritage Conservation District Plan* establishes in policy 4.6 that “The goal of a heritage conservation district is to preserve and protect the heritage assets within the short term and over the long term. 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”. With its “Heritage” assignment and “A” ranking, the Plan’s applicable guidelines for the subject property are highest with “all elements to be retained”

The Downtown Vision in *Our Move Forward: London’s Downtown Plan* is: *London’s face to the world, a vibrant destination, a unique neighbourhood.* “Heritage” is one of the nine Values that underpin this vision. “As the birthplace of the city, the downtown is rich in cultural heritage; this heritage sets the downtown apart from other neighbourhoods. When planning for new development, integration with the existing heritage will be a foremost consideration.” An explicit policy tied to this Value [as well as “Sustainability”] is to “encourage the reuse of historic buildings and their materials to reduce the requirement for new materials.”

The policies in these four documents provide the policy basis for application of the Heritage (HER) Zone.

Are these Buildings Significant and Worthy of Conservation?

These two buildings have been identified on various heritage inventories since 1987 as having potential heritage significance. With the Council approval of the Downtown Heritage Conservation District (HCD), and associated Official Plan amendments, in April 2012 the properties became

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designated under Part V of the Ontario Heritage Act.

Figure 1 – 175-181 and 183 King Street Within Heritage Streetscape (looking west)



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Figure 2 – 175-181 and 183 King Street Within Heritage Streetscape (looking east)



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In addition, on September 23, 2015 a heritage consultant was retained by the City to prepare a Heritage Impact Assessment (HIA) for the buildings. An initial draft was received and comments were provided and a second draft/final was submitted October 28, 2015 (see attached Appendix "B"). LACH reviewed the final draft on November 11, 2015 and accepted (see above resolution in Dept/Agency comments) the HIA. The consultant recommended the front portions of both buildings be zoned HER.

City policy adopted under the *Planning Act* and the *Ontario Heritage Act*, as summarized in the excerpts above, clearly demonstrate strong direction to ensure that heritage designated properties Downtown are protected to the highest degree possible. They are retained and enhanced as often as possible for the contributions they make in building a City Downtown that retains a strong sense of place and unique identity for London. The City's investment in its incentives programs has in numerous instances (eg. further west on King Street, on Dundas Street, and elsewhere) leveraged private-sector funding that has attractively rehabilitated very deteriorated heritage buildings into economically productive uses.

The property at 183 King currently is located at the end of an unbroken streetwall of mostly 19th century buildings that continues to the west, turning the corners north and south along Richmond Street. This condition defines the scale and volume of that street segment, making it an important contextual reference for the evaluation of how future development proposals may "repair the gaps" that the vacant properties further east present. The building retains numerous architectural attributes worthy of retention or visually compatible alteration. Its covered carriage-way and Second Empire roofline are two aspects of its form that are rare Downtown and especially notable for conservation.

When heritage designated buildings are demolished, and especially when there are no approved plans for re-building on those sites, the physical density, social intensity, and economic diversity necessary for a vibrant Downtown are weakened. While the applicant's engineering consultant has identified structural concerns, the applicant has not shown evidence of irremediable severe structural instability which may otherwise justify demolition.

Application of the HER Zone

The Heritage (HER) Zone is a standard zone within Zoning By-law Z-1 which has been in effect since 1993. The Heritage (HER) Zone regulates buildings, structures and lands that have been designated under the Ontario Heritage Act. The zone provides Council with an effective tool to remove the inherent incentive that can sometimes exist to demolish a heritage building in order to construct a new building with a greater building height or floor area. This can be a particularly helpful tool when heritage buildings are threatened by neglect or demolition. It also prevents development in the front or exterior side yard of heritage buildings where the zone has been applied. In this way, the zone is one important tool, among many, to help preserve London's valuable heritage resources.

The owner of the property at 183 King Street recently submitted an application to demolish the heritage designated building that exists on this site. The application cited building deterioration and structural concerns as a rationale for demolition. The City's Chief Building Official did not concur that demolition was the only means for addressing the building's deficiencies. The CBO ordered that the owner make the building safe.

The purpose of the heritage designation that applies to the site is to ensure its retention and conservation. However, applying the Heritage (HER) Zone would ensure that even if the building is demolished, damaged, or is destroyed by fire at some point in the future, the portion of the building to which the HER Zone applies could only be developed at the same height, volume and floor area as the existing building (or the portion to which the HER Zone is ultimately applied). Furthermore, it would require that any new development on these lands would need to re-establish the same form, mass and external design as the building that

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currently exists on the site. Because of this planning staff have recommended removal of h-3 holding provision requiring a wind study because, if there was any new development, it would have to be at the same height and scale as the existing building on the front portion of the property.

The site is currently zoned Holding Downtown Area (h-3*DA1(6)*D350), which allows for a broad range of uses. If the Heritage (HER) Zone were compounded with this existing zone, it would not impact the range of uses permitted on the site. Furthermore, if the HER Zone only related to a portion of the site, the remainder could be developed as per the regulations of the h-3. DA1(6).D350 Zone existing on these lands. Similarly, lands owned by the same property owner to the east at 189 King Street are also zoned DA1(6), raising the opportunity to consolidate the lands with the developable portion of 183 King Street for a larger development project, even with the application of the Heritage (HER) Zone.

Planning Staff believe that the HER Zone is an appropriate tool to help protect this threatened heritage building.

Council has established incentive programs to assist developers who retain and conserve heritage buildings as part of a redevelopment project. The Downtown Incentive Program offered by Municipal Council provides for enhanced grants where heritage buildings are retained and conserved. These incentives can be worth hundreds of thousands of dollars, depending upon the scale of the redevelopment and the cost of the heritage restoration work that is required. Council's Downtown incentive programs would apply to the property at 175-183 King Street.

Potential for a Commercial Parking Lot

Lastly, planning staff have a concern about the potential for a commercial parking lot if this building is demolished and a HER Zone is not applied. Although the owner of 183 King Street has not filed any development plans, he does own the commercial parking lot to the east and potential expansion could be an option. Since the early 1990's approximately ten buildings were removed to accommodate either commercial or accessory parking. In response, Council on June 5, 1995 passed a resolution which addressed commercial and accessory parking lots in the Downtown which stated;

- a) *Surface parking lots no longer be permitted as temporary uses in the Downtown Area where they involve the removal of existing buildings except under the following circumstances;*
 - i) *Building permits have been issued for redevelopment; and/or*
 - ii) *The applicant or the Civic Administration are able to establish to the satisfaction of the Municipal Council that there is a shortage of parking in the immediate area or in the Downtown as a whole; and/or*
 - iii) *The building is unsafe for occupancy as defined by the Building Code Act;*
- b) *No temporary parking lots be permitted on lots where buildings to be demolished are listed as Priority 1 or Priority 2 structures in the City of London Inventory of Heritage Resources;*
- c) *New temporary parking lots on vacant land only be permitted through a zoning by-law amendment application for a temporary use and be subject to site plan approval process;*

These buildings were identified as Priority 1 and 2 but have now been designated under the Ontario Heritage Act. Any parking lot would need temporary zoning and site plan approval.

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CONCLUSION

The Heritage (HER) Zone is appropriate to apply based on the City’s current policies, the heritage consultant’s recommendation and LACH’s recommendation. The Zone achieves the following:

- Prevents new development in the front and exterior side yards that that may obstruct a heritage building;
- Ensures that if the heritage designated building on the site is removed by demolition, damage, or fire, any new development on the site is equal in height, volume, floor area to the heritage building that was removed;
- Ensures that if the heritage designated building on a site is removed, any new building will be constructed with the same general form, mass and external design as the heritage building that was removed.

The buildings at 175-181 and 183 King Street are important heritage buildings, designated under Part V of the Ontario Heritage Act. The building at 183 King Street is threatened. An application was recently received and refused by Council for demolition of this building.

PREPARED BY:	SUBMITTED BY:
W.J. CHARLES PARKER , M.A. SENIOR PLANNER - URBAN REGENERATION	JIM YANCHULA, MCIP, RPP MANAGER, URBAN REGENERATION
RECOMMENDED BY:	
JOHN M. FLEMING, MCIP, RPP MANAGING DIRECTOR, PLANNING AND CITY PLANNER	

November 19, 2015
cp

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Responses to Public Liaison Letter and Publication in “The Londoner”

<u>Telephone</u>	<u>Written</u>
	Alan Cowey , 380 York Street
	John Fyfe- Millar, 603-500 Ridout Street North

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**Bibliography of Information and Materials
Z-8523**

Reference Documents:

Ontario. Ministry of Municipal Affairs and Housing. *Planning Act, R.S.O. 1990, CHAPTER P.13*, as amended.

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

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

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

Report to Planning and Environment Committee – Request for Demolition Report – June 15, 2015

Report to Planning and Environment Committee – Potential for Applying the Heritage (HER) Zone to 183 King Street – June 20, 2015

Downtown London Heritage Conservation District Study, January 2011

Downtown London Heritage Conservation District Plan, March 2012

Heritage Impact Assessment – 179-181 & 183 King Street, prepared by ERA Architects Inc., October 27, 2015

Core Heritage Inventory, May 2009

City of London Inventory of Heritage Resources, 2006

City of London Inventory of Heritage Resources, 1998

Inventory of Buildings of Interest in the City of London Part 1 (LACH), December 1987

“Our Move Forward – London’s Downtown Plan”, April 7, 2015

Correspondence: (all located in City of London File No. Z-8523 and A.51/04 unless otherwise stated)

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Appendix "A"

Bill No. (number to be inserted by Clerk's Office)
2016

By-law No. Z.-1-16_____

A by-law to amend By-law No. Z.-1 to rezone a portion of an area of land located at 175-183 King Street.

WHEREAS The Corporation of the City of London has initiated a zoning by-law amendment to rezone a portion of an area of land located at 175-183 King Street, as shown on the map attached to this by-law, as set out below;

AND WHEREAS this rezoning conforms to the Official Plan;

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

- 1) Schedule "A" to By-law No. Z.-1 is amended by changing the zoning of a portion of the subject properties at 175-183 King Street, as shown on the attached map comprising part of Key Map No. A107, from a Holding Downtown Area Special Provision (h-3.DA1(6).D350) Zone to a Heritage/Downtown Area Special Provision (HER/DA1(6).D350) Zone.

The inclusion in this By-law of imperial measure along with metric measure is for the purpose of convenience only and the metric measure governs in case of any discrepancy between the two measures.

This By-law shall come into force and be deemed to come into force in accordance with Section 34 of the *Planning Act, R.S.O. 1990, c. P13*, either upon the date of the passage of this by-law or as otherwise provided by the said section.

PASSED in Open Council on January 26, 2016.

Matt Brown
Mayor

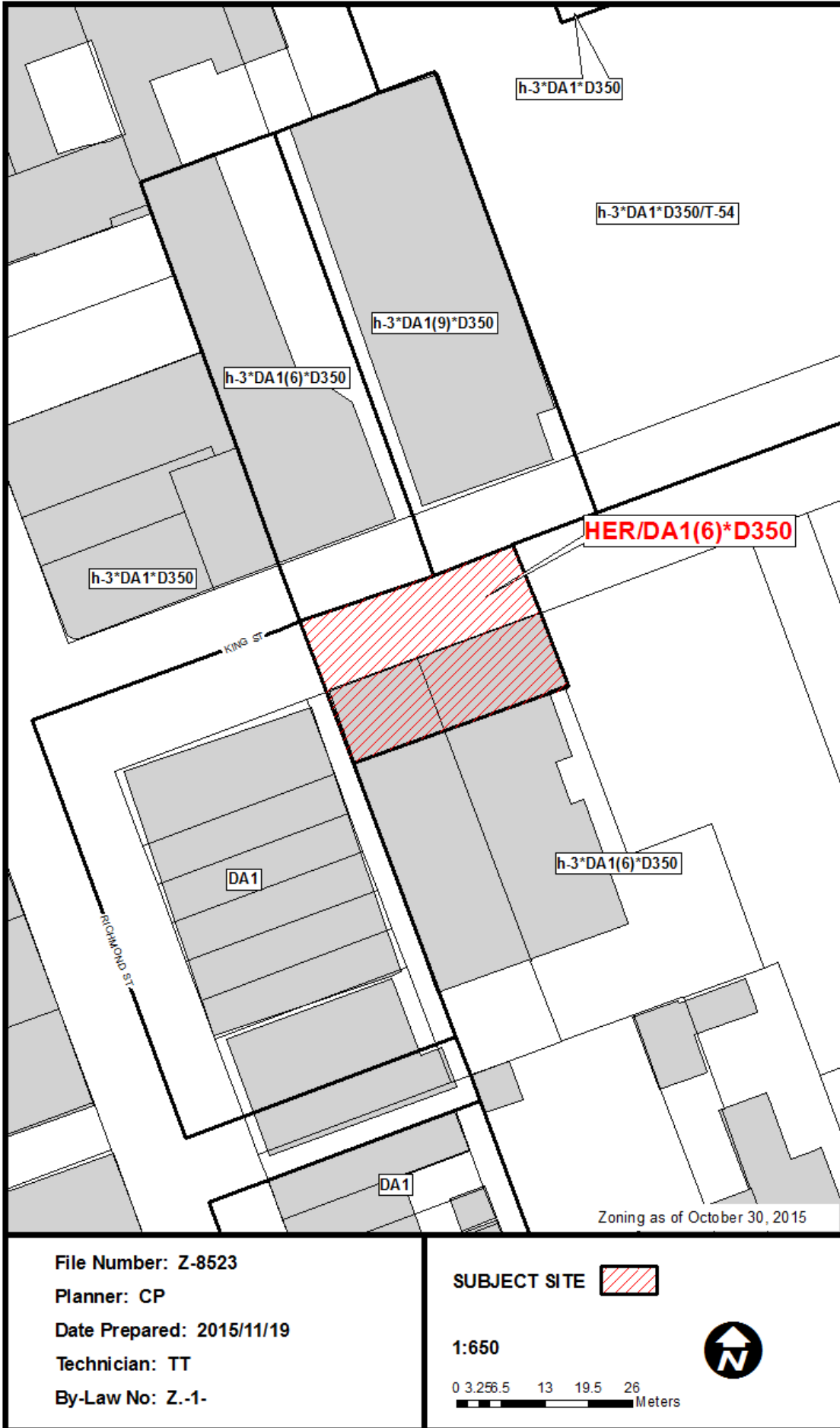
Catharine Saunders
City Clerk

First Reading - January 26, 2016
Second Reading – January 26, 2016
Third Reading - January 26, 2016


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AMENDMENT TO SCHEDULE "A" (BY-LAW NO. Z.-1)



File Number: Z-8523
 Planner: CP
 Date Prepared: 2015/11/19
 Technician: TT
 By-Law No: Z.-1-

SUBJECT SITE 

1:650

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 Meters



Geoconbase

Agenda Item # Page #

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Appendix "B"

Heritage Impact Assessment of 175-183 King Street

179-181 & 183 King Street, London Ontario

Heritage Impact Assessment



PREPARED FOR:
City of London
300 Dufferin Avenue
London, Ontario N6A 4L9

PREPARED BY:
ERA Architects Inc.
10 St. Mary Street, Suite 801
Toronto, Ontario M4Y 1P9
416-963-4497

Project: 15-164-01
Date: October 27, 2015
Prepared By: MM/JN

ERA

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1 EXECUTIVE SUMMARY

The purpose of this Heritage Impact Assessment (HIA) is to provide historical research and analysis of the properties at 179-181 King St. and 183 King St. in London, Ontario, as a basis applying a Heritage (HER) zone to all or a portion of the properties through a zoning by-law amendment.

The building at 179-181 King St. is a two-storey Italianate commercial building built around 1877, which originally was occupied by the W.J. Thompson Carriage Works. The building at 183 King St. is a four-storey Second Empire commercial building built as a hotel in 1892 as a front addition to an 1850s residential building. The commercial and industrial history of the two properties is linked and expressed through architectural features incorporated into the four-storey addition.

This report finds that the two buildings contribute to the Downtown Heritage Conservation District and that portions of the buildings should be zoned as Heritage (HER) and specific architectural features should be preserved through a zoning by-law amendment.

2 INTRODUCTION

2.1 Scope of the Report

With respect to the heritage evaluation of the properties at 179-181 King St. and 183 King St. in London Ontario, the City of London has retained ERA Architects Inc. as a Heritage Consultant.

ERA Architects has prepared this Heritage Impact Assessment (HIA) in accordance the Ministry of Tourism, Culture, and Sport's Standards and Guidelines for the Conservation of Provincial Heritage Properties, and Parks Canada's Standards and Guidelines.

The purpose of this HIA is to evaluate the heritage buildings at 179-181 King St. and 183 King St. which are contributing properties in the Downtown Heritage Conservation District and determine their heritage attributes for the application of a Heritage (HER) zone through a proposed zoning by-law amendment.

2.2 Prepared for:

City of London
300 Dufferin Avenue
London Ontario
N6A 4L9

3 DESCRIPTION OF PROPERTY

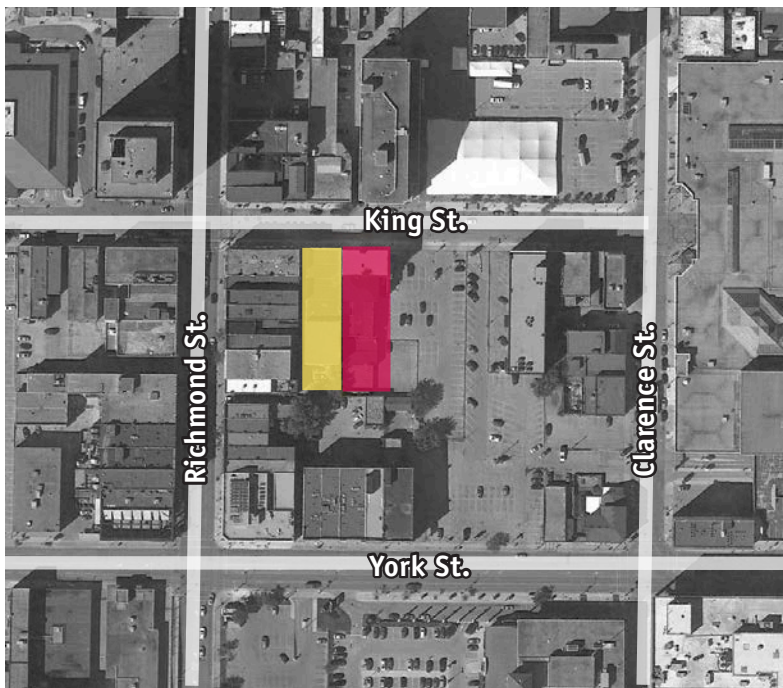
3.1 Site Location and Description

The subject site is located on the south side of King Street, between Richmond Street and Clarence Street.

179-181 King Street consists of a two-storey commercial building.

183 King Street consists of a four-storey commercial building with the original 2-storey building located in the rear.

For photo-documentation of the Subject Site see Section 5.



1. Subject site (179-181 King St. shaded in yellow, 183 King St. shaded in red)
(Source: Google, Annotated by ERA Architects)

3.2 Structure Description

179-181 King St.

The property at 179-181 King Street is a two-storey Italianate style brick commercial building built around 1877. The architectural features include second-storey windows with detailed brick work arches with keystones and pilasters separating each window with Doric capitals. The first floor has been heavily altered. The building originally had a third storey that was removed prior to 1955.

Heritage Conservation District

Property Description

B-rated - Painted brick with replacement windows in original openings; decorative brickwork around windows; building formerly had a third storey now removed.

183 King St.

The property at 183 King Street is a four-storey Second Empire style brick commercial building built in 1892 with a 1850 residential building incorporated in the rear. The architectural features include an arched carriageway and entranceways, arched window openings on the first and third floors, flat headed windows in the second floor, centred bay windows on the second and third floor, first floor and roof cornice entablature and a mansard roof with dormers and a central tower above the bay windows. The arched carriageway is a feature typically associated with the Second Empire style.

Heritage Conservation District

Property Description

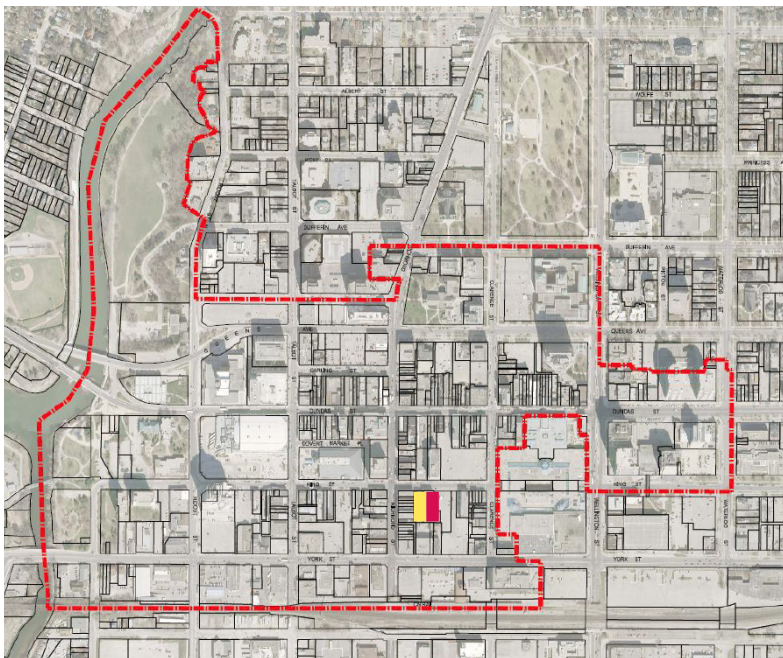
A-rated - Painted brick and stone façade with replacement windows on 2nd and 3rd floor in original locations; upper sash of ground floor windows original; carriageway; projecting two-storey bay with original woodwork; brackets at eaves; roof assembly including eight dormers; one set in a mansard style tower with original slate shingles; exterior of part of the Marcus Holmes house, c.1850 visible behind the hotel.

The two-storey brick residential building has been incorporated into the rear of the principal building. Its facade was likely removed when the principal building was built. A two-storey and one-storey addition are located behind the residential building. The one-storey addition has been clad in aluminium siding, though an arched brick entry is visible.

See Section 5 for photographic documentation of both buildings.

3.3 Downtown Heritage Conservation District

179-181 King Street and 183 King Street are located within the Downtown Heritage Conservation District. The district was adopted by the City of London in April 2012 designated under Part V of the *Ontario Heritage Act* in June 2013. The District consists of approximately 400 properties spanning five different eras of development. The district plan notes, *“Today the structures comprising the Downtown Heritage Conservation District are a good representation of the buildings that contained a variety of services, industries and commercial and financial enterprises that brought London to prominence across the country.”*



2. Downtown Heritage Conservation District Boundary, 179-181 King St. outlined in yellow, 183 King St. outlined in red. (Source: City of London, Annotated by ERA Architects)

The district plan contains a number of key goals for the district. these include:

Physical Goals & Objectives

- Establish the framework for the retention, conservation, and adaptation of the existing stock of significant heritage buildings and spaces within the Downtown District;
- Encourage the rehabilitation and restoration of heritage buildings that is sensitive and respectful to the historical significance of the structure;
- Influence the renovation or construction of modern era buildings so that it is done with regard to the District and complementary to the character and streetscape.
- Successfully implement these objectives while fostering an environment of growth and renewal going forward.

Social Goals & Objectives

- Increase community awareness of the Downtown Heritage Conservation District, its attributes, opportunities, and ways of contributing;
- Emphasize the significance of the cultural heritage and its role in defining the sense of place for the Downtown;
- Educate and encourage building owners to embrace the District and the importance of heritage preservation through the stewardship of their buildings;
- Increase tourism across the District;
- Encourage the redevelopment, intensification, and acceptance of the Downtown as the cultural and social focus of the community;

3.4 Heritage (HER) Zone

The City of London has a specific Heritage (HER) Zone that regulates land use on properties designated under the *Ontario Heritage Act*.

Specifically, the by-law stipulates that no additions can be built in the front or side-yard. Additionally, replacement structures must be of the same height, volume, floor area, general form, mass and external design as the original building or structure.

4 HISTORICAL RESEARCH

4.1 History of the Site

179-181 King St.

W.J. Thompson & Sons Carriage Works established his carriage and wagon manufacturing company in 1868 on Dundas Street before moving to the subject site around 1877. W.J. Thompson & Sons Carriage Works would remain in the building until 1927. In 1889, it was noted that the company was employing 45 workers.

The carriage works was a series of buildings laid out in an L-shape that incorporated the entire property at 179-181 King St. and extended behind 183 King St. The buildings were used for show-rooms, paint shops and carriage manufacturing. As of 1965, the entire complex was intact. However, at some point after, the complex's rear buildings located behind 183 King St. were removed. Access to the rear was achieved through a carriageway incorporated into the architecture of the hotel at 183 King St.

183 King St.

The four-storey building at 183 King Street was built by W.J. Thompson and constructed directly in front of the Marcus Holmes House (c. 1850). Details of the Marcus Holmes House at the eaves, including brackets and block modillions, still survive. Holmes was a carriage maker, and acted as the fifth Mayor of London in 1854. For several years in the late 1870s, the house was occupied by the London Club.

The hotel was originally called the St. James, changing its name to the Fraser House in 1895. It became the Royal Alex after 1929. For a time, the building became the headquarters of the Young Women's Christian Temperance Union, and its sister organization, the YWCA before returning to its use as a hotel until the 1980s.



3. Marcus Holmes (source: London Public Library)

4.2 Photographs



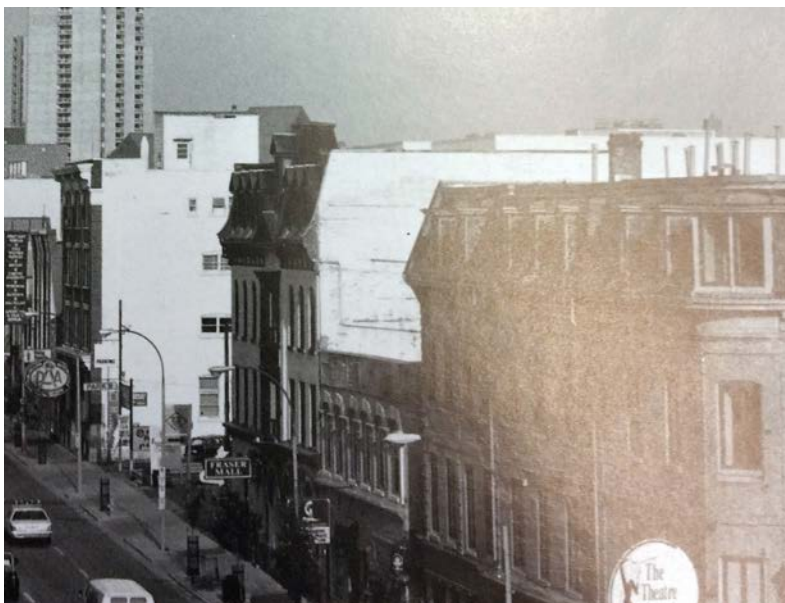
4. 1900 photo of 179-181 King Street (Source: Museum London)



5. Early 1900s photo of King Street, showing 183 King St to the right. (Source: Best Wishes From London, Annotated: ERA Architects)



6. 1955 photo of King Street, showing 179-181 King St. and 183 King St.
(Source: Vintage London, Annotated: ERA Architects)



7. 1980s photo of King Street showing 179-181 King St. and 183 King St.
(Source: Best Wishes From London)



8. 1998 photo of 183 King St. (Source: Downtown London: Layers of Time)

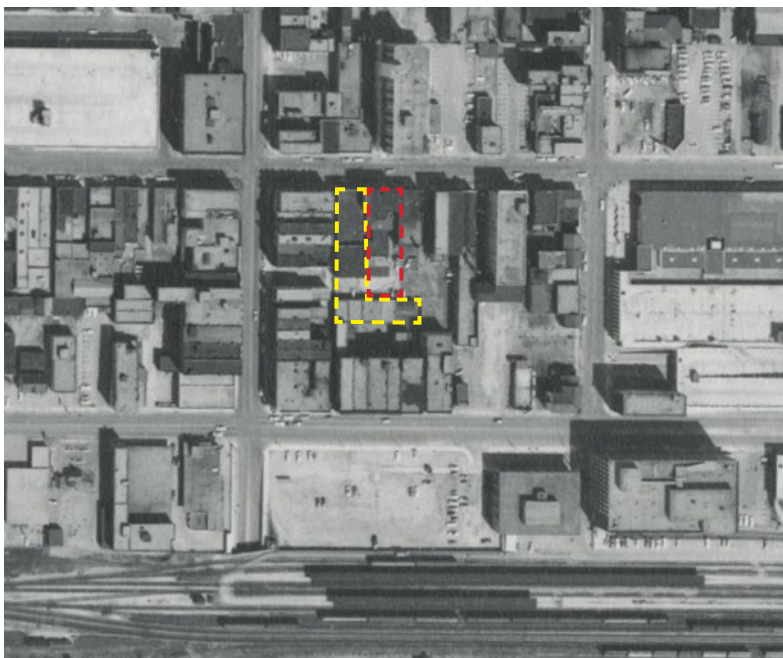


9. 1998 photo of the Marcus Holmes House, with detail of the eaves (Source: Downtown London: Layers of Time)

4.3 Aerial Photos



10. 1922 Aerial Photo. 179-181 King St. outlined in yellow and 183 King St. in red. (Source: University of Western Ontario, Annotated by ERA Architects)



11. 1965 Aerial Photo. 179-181 King St. outlined in yellow and 183 King St. in red. (Source: University of Western Ontario, Annotated by ERA Architects)

4.4 Maps



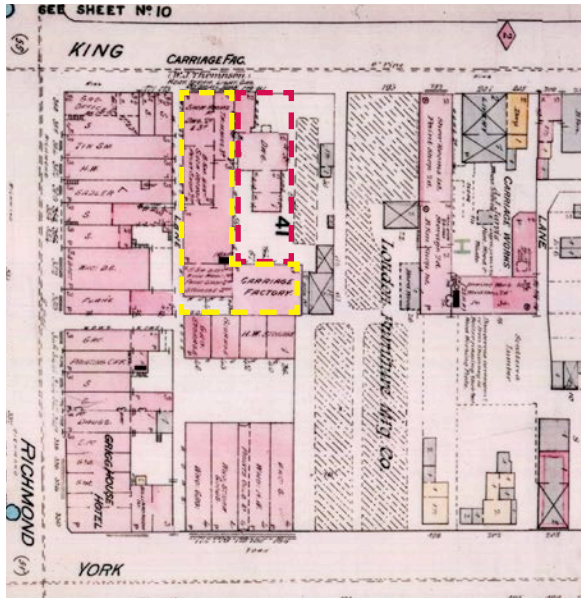
13. 1872 Aerial drawing showing 183 King St. (Source: University of Toronto, Annotated by ERA Architects)



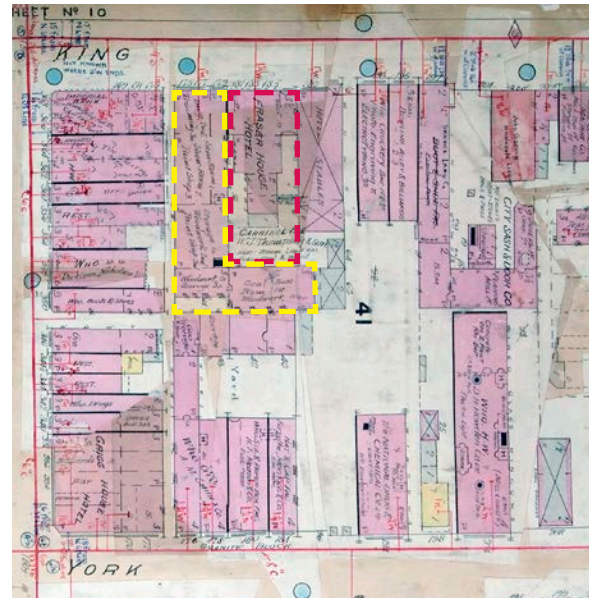
12. 1878 County Map. 179-181 King St outlined in yellow, 183 King St. outlined in red. (Source: McGill University, Annotated by ERA Architects)



14. 1879 County Map. 179-181 King St outlined in yellow, 183 King St. outlined in red. (Source: University of Western Ontario, Annotated by ERA Architects)



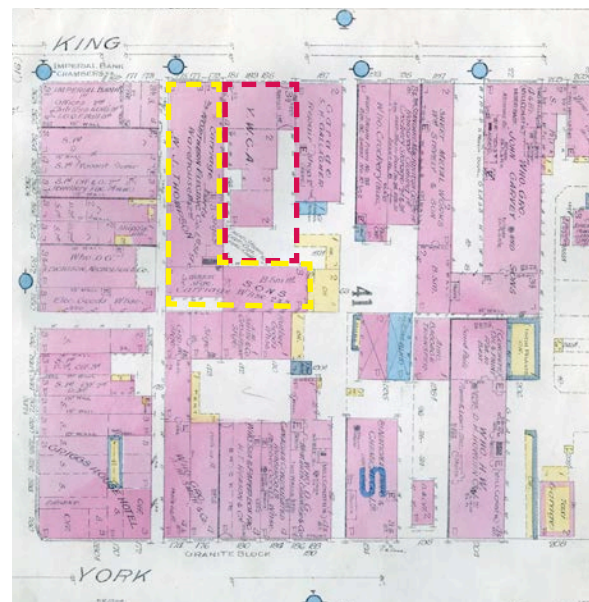
15. 1881, revised 1888 Fire Insurance Map. 179-181 King St outlined in yellow, 183 King St. outlined in red. (Source: Western University, Annotated by ERA Architects)



16. 1892, revised 1907 Fire Insurance Map. 179-181 King St outlined in yellow, 183 King St. outlined in red. (Source: Western University, Annotated by ERA Architects)



17. 1912, revised 1915 Fire Insurance Map. 179-181 King St outlined in yellow, 183 King St. outlined in red. (Source: Western University, Annotated by ERA Architects)



18. 1912, revised 1922 Fire Insurance Map. 179-181 King St outlined in yellow, 183 King St. outlined in red. (Source: Western University, Annotated by ERA Architects)

5 PHOTOGRAPHIC DOCUMENTATION

ERA Architects conducted a site visit on October 8, 2015.



19. Contextual view from the east (Source: ERA Architects)



20. Contextual view from the east (Source: ERA Architects)



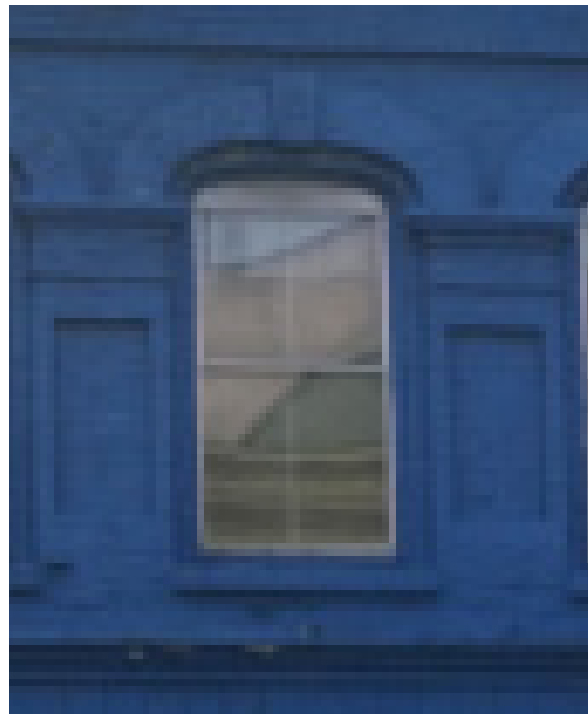
21. Contextual view from the west (Source: ERA Architects)



22. 179-181 King St. (Source: ERA Architects)



23. 179-181 King St. alleyway. (Source: ERA Architects)



24. 179-181 King St. windows (Source: ERA Architects)



25. 183 King St. (Source: ERA Architects)



26. 183 King St., arched entranceway (Source: ERA Architects)



27. 183 King St., arched carriageway, windows and entranceway (Source: ERA Architects)



28. 183 King St., arched windows, bay windows, mansard roof and tower (Source: ERA Architects)



29. 183 King St., arched windows and cornice (Source: ERA Architects)



30. 183 King St., bay windows (Source: ERA Architects)



31. 183 King St., east facade (Source: ERA Architects)



32. 183 King St., 1850 building and rear additions (Source: ERA Architects)



33. 183 King St., south facade and carriage way (Source: ERA Architects)



34. 183 King St., arched entrance in rear addition (Source: ERA Architects)



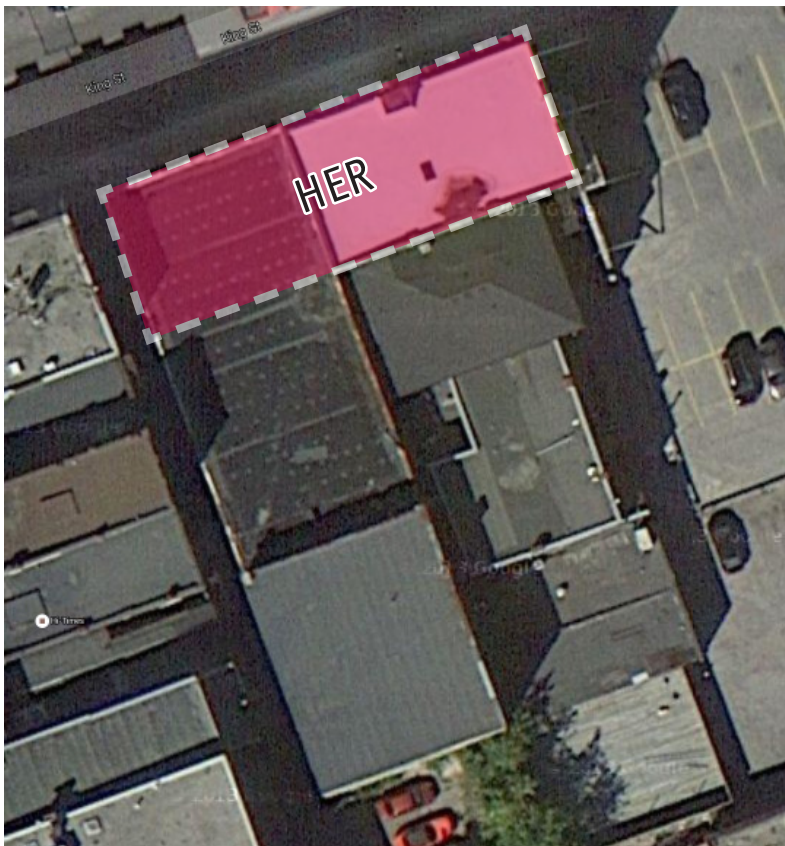
35. 183 King St., rear additions (Source: ERA Architects)



36. 183 King St., rear additions (Source: ERA Architects)

6 HERITAGE (HER) ZONE AND ATTRIBUTES

The interrelated history, form and development of the buildings at 179-181 King St. and 183 King St. contribute to the Downtown Heritage Conservation District. In particular, the facades of the two buildings contribute to the character of the area. As such, a Heritage (HER) Zone should be implemented on portions of the site to ensure that significant portions of the buildings are maintained and continue to contribute to the heritage district.



37. Image showing proposed Heritage (HER) Zone overlaid on the subject site. (Source: ERA Architects, Annotated by ERA Architects)

Heritage attributes for 179-181 King St. include:

- The placement, setback, and orientation of the building on the south side of King St.;
- The scale, form and massing of the two-storey building with a rectangular-shaped plan under the flat roof line;

- The brick cladding;
- The first floor has been altered but original heritage fabric may exist beneath the existing facade. Future alterations to the first floor should take this into account;
- The King Street facade characterized by the pairing of the second-storey row of windows with detailed brick work arches with keystones and modified Doric pilasters separating each window and a lower storey which retains elements of its original storefront/character showroom.

Heritage attributes for 183 King St. include:

- The placement, setback and orientation of the building on the south side of King St.;
- The scale, form and massing of the four-storey building with the rectangular-shaped plan;
- The front facade, including the arched carriageway and entranceways, arched window openings on the first and third floors, flat headed windows on the second floor, centred bay windows on the second and third floor, first floor and roof cornice entablature, and a mansard roof with dormers and a central tower above the bay windows;
- The materials, including the brick facade, wood trim, and slate roof;
- The original 1850s building does not merit inclusion as a heritage attribute. Due to its removed front facade, rear location and the lack of historical images available for restoration purposes, the building does not contribute significantly to the Downtown Heritage Conservation District.

7 CONCLUSION

The properties at 179-181 King St. and 183 King St. have been recognized as contributing to the heritage character of the Downtown Heritage Conservation District. This report has found that the buildings have a historical relationship with one another and proposes a set of significant heritage attributes for both buildings that should be included within a zoning by-law amendment.

The proposed Heritage (HER) Zone will restrict development within the zone, however sympathetic development should be permitted on other parts of the site. This will ensure that the buildings continue to contribute to the Downtown Heritage Conservation District while providing flexibility that will allow for the site to contribute to the City's goals for the downtown and the district.