

Agenda Item #	Page #

D. Menard:

TO:	CHAIR AND MEMBERS LONDON ADVISORY COMMITTEE ON HERITAGE MEETING ON WEDNESDAY APRIL 13, 2016
FROM:	JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER
SUBJECT:	HERITAGE ALTERATION APPLICATION BY: G. ANASTASIADIS 1016790 ONTARIO LIMITED 455 CLARENCE STREET DOWNTOWN HERITAGE CONSERVATION DISTRICT

RECOMMENDATION

That, on the recommendation of the Director of Land Use Planning and City Planner, with the advice of the Heritage Planner, the Heritage Alteration Permit Application for the property located at 455 Clarence Street **BE PERMITTED** as depicted in the submitted drawings subject to the following additional terms and conditions:

1. The podium portion of the building is limited to 19.5m in height, with a 4m stepback from the front property line at that height, to retain the scale and spatial understanding of the Downtown at this location;
2. The final elevations for tower portion of the building may be further refined and illustrated in the drawings for the approved bonus zone provided that, in the opinion of the Managing Director of Planning & City Planner, they continue to be consistent with s. 6.1.4.1 of the Downtown London Heritage Conservation District Plan as regards:
 - i) glazing approximately 50% and not exceeding 75%;
 - ii) articulating horizontal rhythm and visual transitions between floors;
 - iii) massing, rhythm of solids and voids, and the use of the high quality cladding materials;
3. Submission of a shadow study showing the full extent of cast shadows across the property boundaries impacted by cast shadows
4. During construction, a heritage alteration permit be posted on site in a location visible to the public.

PREVIOUS REPORTS PERTINENT TO THIS MATTER
--

None

PURPOSE AND EFFECT OF RECOMMENDED ACTION

Approval of the recommended action would authorize the changes as described to the designated property in accordance with the provisions of Section 42 (1) of the *Ontario Heritage Act*.

Agenda Item #	Page #

D. Menard:

BACKGROUND

The Property

The property at 455 Clarence Street is located on the west side of Clarence Street between Dundas Street and Queens Avenue. (Appendix 1: Location Map) At present, the property is used as a commercial, asphalt surfaced, parking lot with space for 50 vehicles.

The property is located in the Downtown Heritage Conservation District, established in 2013. The Downtown Heritage Conservation District Plan (Block 17) identifies the property at 455 Clarence as an Infill Property subject to the commercial landscape classification with respect to the streetscape of which it is a part.

The Application

This heritage alteration permit application is linked to a redevelopment proposal for the site. The proposal requires a zoning by-law amendment for bonus zoning provisions allowed by the Official Plan. As part of the complete requirements for the zoning by-law amendment, a Heritage Impact Statement (HIS) was submitted by Stantec on behalf of the applicant.

The applicant proposes to construct a 31 storey residential building with commercial facilities on the ground level for retail activities. The second through sixth floors will contain parking facilities for occupants. The seventh floor is proposed to be used as amenity space. Floors eight through thirty-one will contain residential units. (Appendix 2: Drawings Submitted by Applicant)

The design of the proposed building consists of a six storey (19.5 m) podium with a 24 storey point tower set four metres back from the street line. Key design elements for the podium incorporate a limestone cladding, with a granite base, for the bottom three stories with the upper portion of the podium clad in a reflective glass and metal curtain wall. A glass and aluminium canopy over the sidewalk shelters the entrances. The point tower will be clad in aluminium/glass curtain wall with metal spandrel panels. The podium will have 5 storey tall bay windows. (Appendix 2)

Analysis of the Proposal with respect to the Downtown HCD Plan

Notwithstanding the fact that the redevelopment is currently a vacant property with no identified site heritage attributes, given its location within the Downtown Heritage Conservation District, the scale of the project is sufficient in its scope to constitute a “complex application” and, therefore, one that requires referral to the LACH with respect to the proposed alterations to the streetscape and its impacts on the Downtown Heritage Conservation District. The following analysis refers both to information within the Downtown District Plan and to arguments presented in the applicant’s Heritage Impact Statement (HIS), dated June 26, 2015. (Appendix 4: Heritage Impact Statement)

1. With Respect to the Goals and Objectives of the Downtown Plan:

Based on Section 41.2. 1 (b) of the *Ontario Heritage Act* upon which the Downtown District Plan is established, Section 3.2.1 of the Downtown Plan sets as an objective that the construction of modern era buildings be done with regard to the District and complementary to its the character and streetscape. Further, this section notes that the Plan encourages the implementation of these objectives while fostering an environment of growth and renewal going forward. Also of importance to Section 3.2.2 of the Downtown Plan is that this development proposal supports the goal of encouraging the redevelopment, intensification, and acceptance of the Downtown as the cultural and social focus of the community. The Heritage Impact Statement notes that the proposed development provides “an opportunity for mixed use infill without the need for any destruction of heritage resources and minimal anticipated, if any, indirect impacts.” (Appendix 4: HIS).

Agenda Item #	Page #

D. Menard:

The proposed construction at this site for a multi-storey residential/commercial building is consistent with the objectives of the Downtown HCD Plan.

2. With Respect to the Principles within the Design Guidelines for New Construction-Section 6.1.4 of the Downtown Plan:

This section of the Plan seeks to ensure that new construction respects the history that will surround it in material, massing and other aesthetic choices. New construction shall ensure the conservation of the character defining elements of the buildings it will neighbour. The new work should easily be decipherable from its historic precedent while still complementing adjacent heritage buildings.

Within this block of the downtown, every adjacent building is deemed “heritage” in that all are part of the District. Specifically, key buildings for which this project has relevance include the former Canada Trust building located at the corner of Dundas and Clarence, the two-three storey buildings directly facing the proposed new structure that line the east side of Clarence Street and the AVCO and Pathways buildings on each side of the proposed new structure –the 8 storey AVCO building at 201 Queens Avenue to the north and the five storey Pathways building at the northwest corner of Dundas and Clarence. (Appendix 3: Photos)

The Heritage Impact Statement addresses the issue of general compatibility of the proposed new building on the adjacent properties and states that, “based on the proposed façade design, the proposed development fits well within the district broadly and its immediate surroundings along Clarence Street more specifically.”(p. 4.2 –HIS) As is noted below, specific design elements of the proposed building are meant to reinforce that compatibility.

The Downtown HCD Plan assesses new construction in more specific terms with respect to façade composition and height. It notes in Section 6.1.4.1 that a single excessively tall and imposing structure can completely alter the pedestrian-focused atmosphere of the Downtown and, further, that setbacks of new development should be consistent with adjacent buildings with building entrances oriented to the street. The use of roof shapes and major design elements that are complementary to surrounding buildings and heritage patterns are encouraged.

3. With respect to Façade Composition

The proposal enhances the street character with the use of high quality materials including limestone, granite at the base, glass and metal spandrel panels. A glass and aluminium canopy over the sidewalk provides shelter at all entrances and adds design interest. These details are consistent with the Downtown HCD Plan.

The proposed commercial retail space is consistent with the Plan.

Glazing requirements identified in the Plan are met in the proposed design.

The Plan requires that horizontal and visual transitions between floors be articulated in façade designs and further states that the floor to ceiling height of the ground floor façade be consistent with the predominant heights of buildings and respect the scale of adjacent buildings. This proposal is designed to be consistent with adjacent buildings to the north and south on Clarence Street and is heavily influenced by design elements in the former Canada Trust building at 220 Dundas. The HIS states that the podium is designed to mimic the approximate height of 201 Queens Avenue. The podium features materials used in the Canada Trust building –specifically the use of stone cladding on the lower three stories which also respects the two and three storey mixed use buildings on the east side.

Further, the Plan states new buildings be sympathetic to the district heritage attributes through massing, rhythm of solids and voids, significant design features and high quality materials. The podium for the proposed structure uses design elements to a rhythm of solids and voids echoing what appears on the east side of Clarence Street.

Agenda Item #	Page #

D. Menard:

The continuity of the street edge is maintained with the proposed structure built out to the street edge with no side yard setback. These details are consistent with the District Plan.

The District Plan applies these architectural attributes in a general way to the entire building. The Urban Design Peer Review Panel has recommended some refinements to the tower elevations. If these refinements remain consistent with these general principles, then they are consistent with the District Plan.

4. With respect to Setback, Height and Massing

The District Plan states that facades must be a minimum of 2 storeys and no more than the permitted maximum height of 18 metres. It states that the perception of building height from the pedestrian’s point of view on the sidewalk is of most concern within the HCD. The proposal is consistent with the two storey minimum requirement although does exceed, by 1.5 metres, the permitted maximum height. This should not impact the pedestrian view on the sidewalk as the podium mediates the street wall height transition along the west side of Clarence Street. A 1.5 metre increase is not likely to be noticeable at the pedestrian level. The HIS notes that that the use of a reflective glass and metal curtain wall to reflect the sky when viewed from the street will mitigate the mass impact of the podium.

Above these heights, it is recommended that buildings be setback from the building line at setbacks of 2 meters for each two metres of height. Upper floor setbacks are required on buildings that will exceed their neighbouring building’s heights by over one storey.

The proposal seeks a building that, in total, is 102 metres tall for the full 31 stories. With respect to setbacks (stepbacks) as height increases, the proposal is for one setback four metres from the street line with no further setbacks as the building height increases. While this approach does not implement the recommended gradual setbacks recommendation in the Plan, the proponent notes that the use of a single setback (stepback) can be balanced by the mitigative design elements in the podium as noted above. Given the depth of the development parcel, it may also be considered a difficult recommendation to achieve additional stepbacks.

With respect to the design guideline requirements that new buildings must maintain and enhance the continuity of the street edge by building out to the front property line and new buildings must build to the full extent of the property width fronting the street, this proposal is consistent with the District Plan.

5. Impact Assessment

The Heritage Impact Statement followed the provincial format which identifies seven potential types of impacts that might be identified and, might then require mitigation.

This HIS assessed potential impacts resulting from the proposed development, noting that, as the site is currently a vacant parking lot, impacts would be primarily related to adjacent buildings. Of importance for this proposal, is the consideration given to shadow studies. At the time of the preparation of this report a shadow study had not been completed but reference was made to the comparable height of One London Place with the suggestion that shadows created for the structure at 455 Clarence would also be comparable.

The applicant’s HIS also addressed potential impacts on views and vistas. Using the critical views and vistas identified in the District Plan with respect to each of the five key buildings described in this section of the Plan, it reached the conclusion that the proposed development “is not anticipated to change the understanding of (each) building, or its significance, and therefore, no impacts were identified that would require mitigation.”(HIS p.4.8-4.9)

The HIS also identifies what it refers to a “indirect” impacts, related to noise and vibration, and recommended mitigation measures to deal with these. These are matters that would be dealt with at a site plan review stage of development.

Agenda Item #	Page #

D. Menard:

Comments

For the most part the proposed development is consistent with the Downtown Heritage Conservation District Plan, notably in the intensification of a site in a manner that strengthens the downtown, makes use of an empty space and attempts to complement the buildings adjacent to it on Clarence Street, and by using quality materials and design elements.

With respect to the recommended graduated setbacks in the Plan, the pedestrian experience in this proposal is improved with both the three storey cladding that is proposed and the use of other design elements. The overall height without further setbacks as recommended may be overly imposing. A shadow study showing shadow impacts on adjacent property parcels may clarify this.

Council Options

The *Ontario Heritage Act* allows municipal Council three options when dealing with heritage alteration applications for designated properties. Within 90 days of receipt of the application, Council may permit the application, provide notice of refusal of the application or permit the application with terms and conditions attached. If the Council refuses the permit applied for or gives the permit with terms and conditions attached, the owner of the property may appeal to the Board, within 30 days after the owner receives notice of the Council decision.

Recommendations

It is recommended that the heritage alteration application as depicted in the submitted drawings be permitted subject to the following additional terms and conditions:

1. The podium portion of the building is limited to 19.5m in height, with a 4m. stepback from the front property line at that height, to retain the scale and spatial understanding of the Downtown at this location;
2. The final elevations for tower portion of the building may be further refined and illustrated in the drawings for the approved bonus zone provided that, in the opinion of the Managing Director of Planning & City Planner, they continue to be consistent with s. 6.1.4.1 of the Downtown London Heritage Conservation District Plan as regards:
 - i) glazing approximately 50% and not exceeding 75%;
 - ii) articulating horizontal rhythm and visual transitions between floors;
 - iii) massing, rhythm of solids and voids, and the use of the high quality cladding materials;
3. Submission of a shadow study showing the full extent of cast shadows across the property boundaries impacted by cast shadows
4. During construction, a heritage alteration permit be posted on site in a location visible to the public.

Agenda Item #	Page #

D. Menard:

5.

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

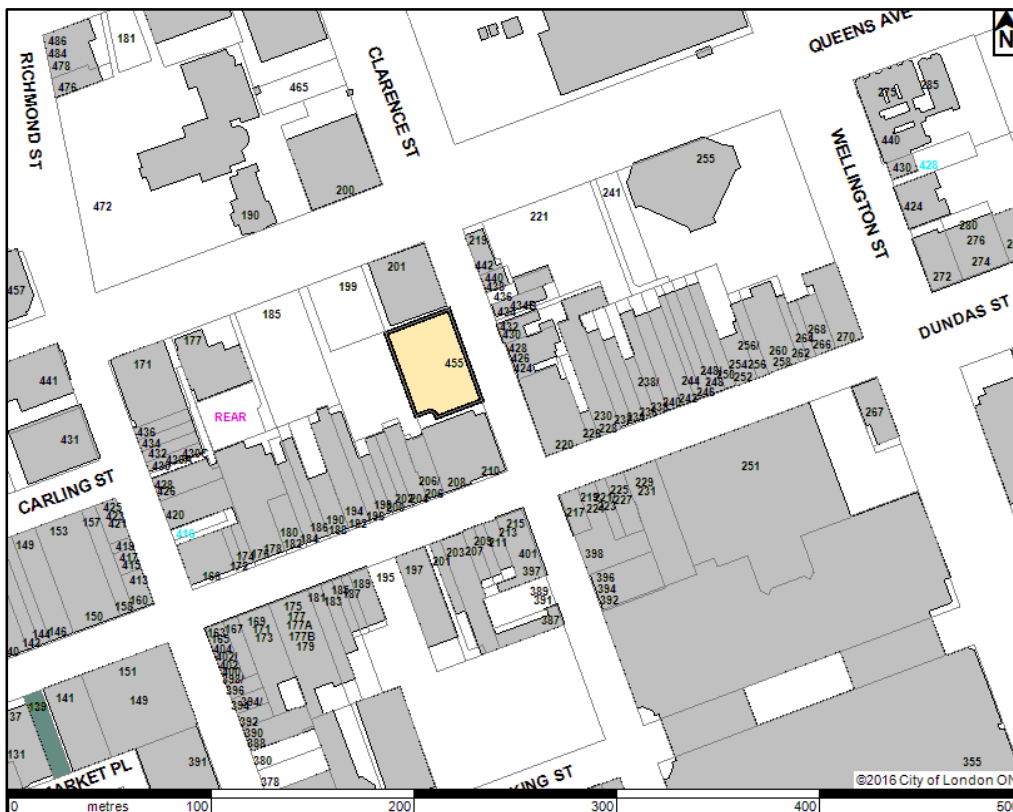
April 6, 2016

dm/

Attach: Appendix 1- Location Map; Appendix 2 –Drawings Submitted by Applicant; Appendix 3- Photos of Adjacent Properties; Appendix 4- Heritage Impact Statement (provided separately)

Y:\Shared\policy\HERITAGE\Heritage Alteration Permit Reports\Clarence Street, 455\HAP Application 455 Clarence Street 2016-03-18.pdf.docx

Appendix 1- Location Map- 455 Clarence Street



Agenda Item #	Page #

D. Menard:

Appendix 2: Drawings Submitted with HAP Application

Site Plan



Agenda Item #	Page #

D. Menard:

Appendix 2: Drawings - Proposed Design – Clarence Street Elevation



1016790 ONTARIO LIMITED
MIXED USE DEVELOPMENT

455 Clarence Street, London, Ontario

EAST ELEVATION / STREET VIEW

Scale: 1 : 180

Date Issued: 2016/03/14



Agenda Item #	Page #

Appendix 2: Drawings – Podium Details

D. Menard:



Agenda Item #	Page #

D. Menard:

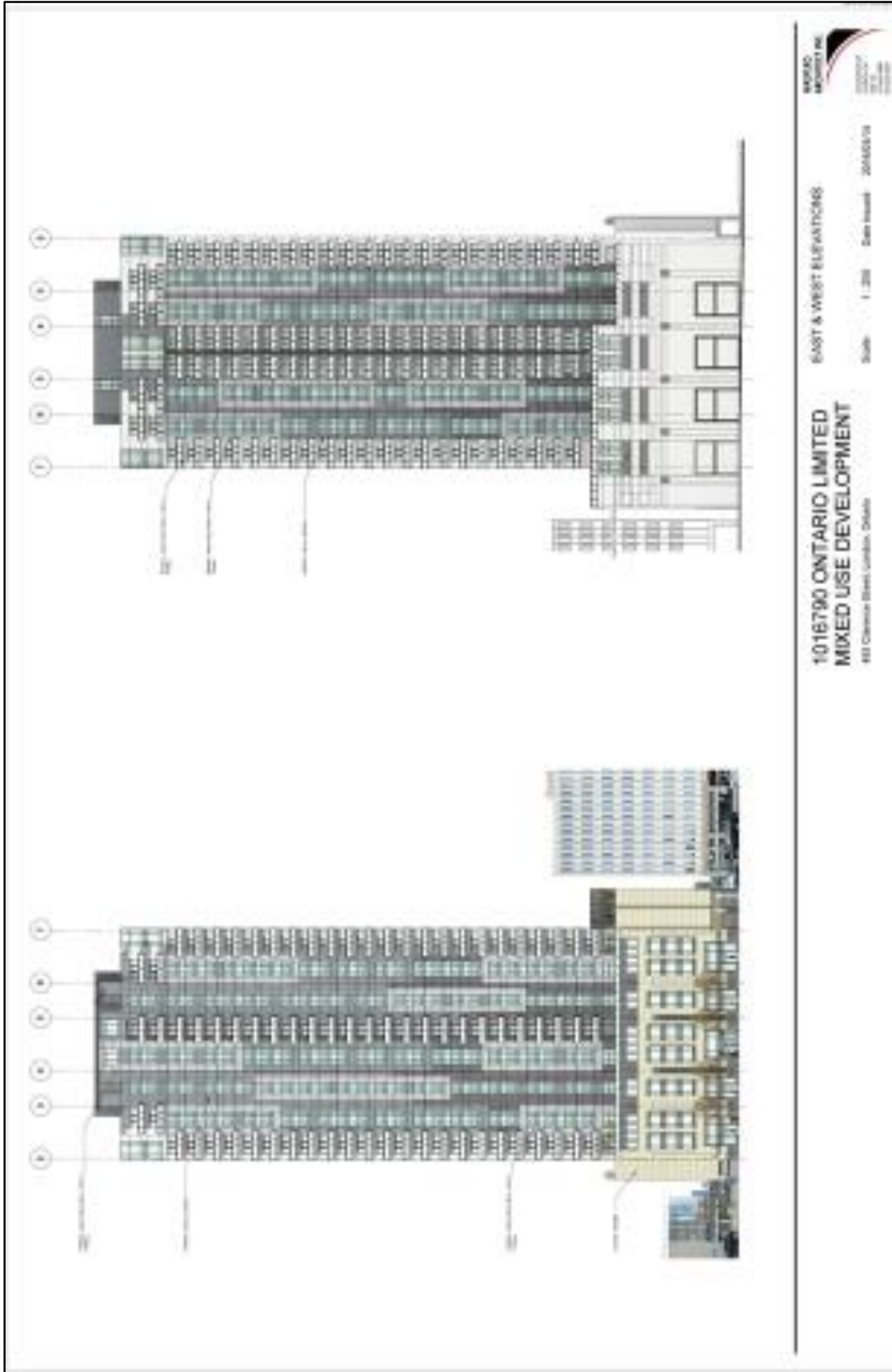
Appendix 2: Drawings -Proposed Design – Perspective View –Clarence Street



Appendix 2: Drawings - East & West Elevations

Agenda Item #	Page #

D. Menard:



Agenda Item #	Page #

D. Menard:

Appendix 3: Photos – Streetscape and Adjacent Buildings



View East from Site



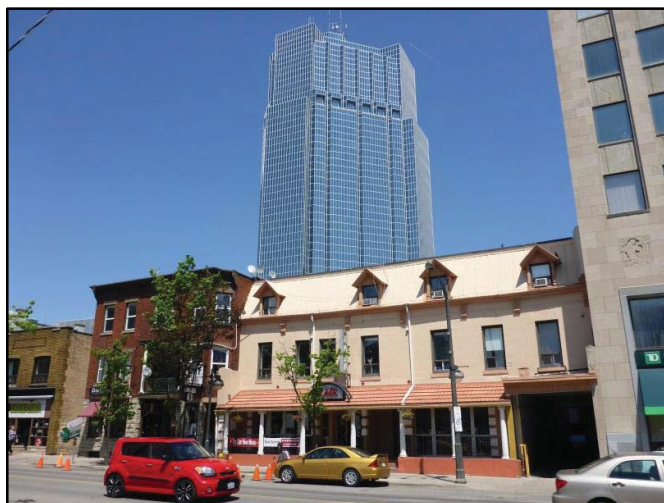
Canada Trust – Dundas and Clarence



AVCO building – 201 Queens Avenue



Pathways Building – Dundas /Clarence



East side -Clarence Street

Appendix 4: Heritage Impact Statement (Provided Separately)