

--	--

TO:	CHAIR AND MEMBERS PLANNING AND ENVIRONMENT COMMITTEE
FROM:	JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER
SUBJECT:	REQUEST FOR DEMOLITION BY: LAMBETH HEALTH ORGANIZATION INC. 4402 COLONEL TALBOT ROAD PUBLIC PARTICIPATION MEETING ON MONDAY MAY 30, 2016

RECOMMENDATION

That, on the recommendation of the Managing Director, Planning & City Planner, with the advice of the Heritage Planner, the request for the demolition of a heritage listed property located at 4402 Colonel Talbot Road, **BE RECEIVED** and that the following actions **BE TAKEN**:

- A. That notice **BE GIVEN** under the provision of Section 29(3) of the *Ontario Heritage Act*, R.S.O. 1990, c. O. 18, of Municipal Council's intention to designate the property at 4402 Colonel Talbot Road to be of cultural heritage value or interest for the reasons outlined in Appendix D of this report; and,
- B. That the Chief Building Official **BE ADVISED** of Municipal Council's intention in this matter.

PREVIOUS REPORTS PERTINENT TO THIS MATTER
--

None.

PURPOSE AND EFFECT OF RECOMMENDED ACTION

The recommended action would designate the property pursuant to Section 29 of the *Ontario Heritage Act*.

BACKGROUND

4402 Colonel Talbot Road is located on the east side of Colonel Talbot Road between Broadway Avenue and Sunray Avenue in Lambeth (Appendix A). The property is the location of the former M. B. McEachren Public School, which was previously the Lambeth Continuation School (Appendix B). The property is listed as a priority 2 resource on the *Inventory of Heritage Resources* (the Register pursuant to Section 27 of the *Ontario Heritage Act*).

The establishment of educational institutions was an important marker of a community in early Upper Canada. Following the passage of the *Commons Schools Act* of 1816, residents of any town or village could organize a school provided they had over twenty children to attend. Lambeth established such a school in 1816 with Calvin Burch as the first teacher for students in the former Westminster Township. The school building for S.S. #17 was replaced in 1845, expanded in 1863, and moved and replaced in 1882, and again in 1891. Students paid fees to attend school until the *Comprehensive Schools Act* of 1871 enabled taxation for educational purposes. The *Act* also implemented compulsory attendance for students.

Education beyond that offered in one-room schools remained an obstacle for many rural students. Elementary schools were typically one-room schools providing a basic education to pupils using the 1st to 4th Books (now Grades 1-8). High schools were funded by the provincial government and established in many larger urban centres, but most were out of reach, both geographically and financially, for rural students. Continuation schools were established at the

--	--

end of the nineteenth century in Ontario. Their role as a link between elementary school and higher education gained social importance following World War I, particularly in less urban areas of Ontario. For students seeking further educational opportunities, continuation schools bridged the gap between elementary education and teacher's college or university.

Older students in Lambeth were able to use the traction line to travel to and from high school in London. Service on the traction line was eventually cancelled and London was facing shortages of school space in the 1920s. The Lambeth School Board began its own "continuation school" in 1921, operating out of the Masonic Hall. The Lambeth Continuation School was built in 1925 at 4402 Colonel Talbot Road, and opened on September 21, 1925 with Miss Clara M. Waters as principal. The building cost \$25,000 to build. The Lambeth Continuation School provided an important opportunity for Lambeth students to pursue further education despite their location or means.

The Lambeth Continuation School was designed by Herbert Carrol McBride (1860-1943) in the classically-inspired Beaux Arts style. Inspired by the architectural proportions and motifs found in classical Greek and Roman architecture, this style conveyed the importance and permanence of institutions being established in the early twentieth century. The Beaux Arts style is demonstrated in the Lambeth Continuation Building in its balanced façade with central portico which alludes to the columns and entablature once present (see Appendix B). While the grandest Beaux Arts buildings are clad in monumental stone, the red brick of the Lambeth Continuation School better reflects its context in the village of Lambeth. The building was incorrectly identified as Collegiate Gothic on the *Inventory of Heritage Resources* (2006).

Residential growth in Lambeth prompted a reshuffling of educational spaces. In 1947, Grades 1-2 were relocated from S. S. #17 to the Science Lab of the Lambeth Continuation School. In 1949, the remaining students of S. S. #17 were moved to the Lambeth Continuation School, with the high school students bussed to London. Additions to expand the capacity and facilities of S. S. #17 were undertaken in 1954 (south wing), 1958 (east addition on south wing), 1963 (north wing), and 1969 (library) (Appendix C). The building was renovated in 1997, which resulted in the alteration of the front entry of the 1925 school building. Continued population growth prompted the establishment of A. E. Duffield Public School, now Lambeth Public School in 1965.

Additions to the school reflect the population growth of Lambeth following World War II. The 1954 south wing, with kindergarten room, and 1958 addition thereto is basic and austere in its form; block form shapes clad in red brick. The 1963 north wing and the 1969 library addition explore more typically Mid-Century influenced architectural trends, including recessed window bays with wide overhangs supported by streamlined modillions, stacked coursing of brick, and greater horizontality.

In 1965, S. S. #17 (the former Lambeth Continuation School) was renamed M. B. McEachren Public School in honour of Miss Margaret B. McEachren, "who devoted her life to the education of children, teaching in the area over 22 years" (Westminster Historical Society 1988, 12).

The Thames Valley District School Board (TVDSB) declared the M. B. McEachren Public School surplus in 2010. The property was subsequently sold to the present owner.

ANALYSIS

Section 2.6.1 of the *Provincial Policy Statement* (2014) directs that "significant built heritage resources and significant cultural heritage landscapes shall be conserved." "Significant" is defined in the *Provincial Policy Statement* (2014) as, in regards to cultural heritage and archaeology, "resources that have been determined to have cultural heritage value or interest for the important contribution they make to our understanding of the history of a place, and event, or a people." The objectives of Chapter 13 (Heritage) of the City of London's *Official Plan* comply with these policies. The Strategic Plan for the City of London 2015-2019 identifies heritage conservation as an integral part of "Building a Sustainable City."

--	--

Southwest Area Secondary Plan (SWAP)

The Southwest Area Secondary Plan (SWAP) is intended to provide a comprehensive assessment of the opportunities and constraints for the planning and development of the southwest part of London. Background studies, including the *Archaeology and Built Heritage Background Assessment* (Golder Associates Ltd., 2009), were completed as part of SWAP. SWAP was approved by the Ontario Municipal Board on April 29, 2014.

The vision for SWAP emphasizes the “protection of significant natural heritage features and built and cultural heritage.” Policies within SWAP support the identification, retention, and conservation of heritage properties. In particular, within the Urban Design section, SWAP states, “the incorporation of cultural heritage resources into the community, including their use and adaptive reuse, shall be encouraged” (Section 20.5.3.9.i.h) and within the Sustainable/Green Development section, “the retention of identified heritage properties as a resource and to promote community identity” (Section 20.5.3.2.ii.m). SWAP, and the *Archaeology and Built Heritage Background Assessment*, recommended that Lambeth be considered as a potential Heritage Conservation District.

The *Archaeology and Built Heritage Background Assessment* noted the former McEachren Public School as an important institution and built heritage resources within the SWAP area.

Heritage Community Improvement Plan

The Heritage Community Improvement Plan (Heritage CIP) offers two grant programs to address some of the financial impacts of heritage preservation by offering incentives that promote building rehabilitation in conjunction with new development. The Tax Increment Grant provides the registered owner a refund on the increase in the municipal portion of the property tax ensuing from a reassessment as a result of a development or rehabilitation project related to an intensification or change of use which incorporates a designated heritage property. The second incentive is a Development Charges Equivalent Grant which is issued when a designated heritage property is preserved and rehabilitated in conjunction with a development project relating to an intensification or change of use.

A property must be designated under the *Ontario Heritage Act* to be able to access the grant programs of the Heritage CIP.

Zoning By-law Amendment (Z-8461)

The zoning by-law applicable to the subject property was amended in June 2015, with the intent of reusing the existing school building for a health and wellness centre and pharmacy. The LACH was consulted on the zoning by-law amendment at their meeting held on April 15, 2015. No concerns were raised by the LACH at the time of the zoning by-law amendment as the existing school building was proposed to be retained, maintained, and improved.

At the time of the zoning by-law amendment, the removal of a small portion of the southeast corner of the building was discussed. This minor alteration was not deemed to be a demolition, and did not present major objections.

Register

Municipal Council may include properties on the Register (*Inventory of Heritage Resources*) that it “believes to be of cultural heritage value or interest.” These properties are not designated, but are considered to have potential cultural heritage value or interest.

Priority levels were assigned to properties included in the *Inventory of Heritage Resources* as an indication of their potential cultural heritage value. Priority 2 properties are:

“Buildings merit evaluation for designation under Part IV of the *Ontario Heritage Act*. They have significant architectural and/or historical value and may be worthy of protection by whatever incentives may be provided through zoning considerations, bonusing, or financial advantages.”

--	--

Evaluation

The *Inventory of Heritage Resources* states that further research is required to determine the cultural heritage value or interest of heritage listed properties. As such, 4402 Colonel Talbot Road was evaluated using the mandated criteria of *Ontario Heritage Act* Regulation 9/06. Regulation 9/06 establishes criteria for determining the cultural heritage value or interest of individual properties. These criteria are:

- i. Physical or design value;
- ii. Historical or associative value; and/or,
- iii. Contextual value.

A property is required to meet one or more of the abovementioned criteria to merit protection under Section 29 of the *Ontario Heritage Act*. Therefore, an evaluation to determine the cultural heritage value or interest of 4402 Colonel Talbot Road is required to ascertain the property's eligibility for designation. Should the property not meet the criteria for designation, the demolition request should be granted.

A brief summary of the evaluation of 4402 Colonel Talbot Road is provided below:

Criteria for Determining Cultural Heritage Value or Interest		
Criteria		Evaluation
The property has design value or physical value because it,	Is a rare, unique, representative or an early example of a style, type, expression, material, or construction method	<ul style="list-style-type: none"> • Representative example of Beaux Arts style in Lambeth • Beaux Arts style reflected importance and permanence of education
	Displays a high degree of craftsmanship or artistic merit	<ul style="list-style-type: none"> • Not known
	Demonstrates a high degree of technical or scientific achievement	<ul style="list-style-type: none"> • Not known
The property has historical value or associative value because it,	Has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community	<ul style="list-style-type: none"> • Historical significance of educational institutions in Lambeth • Lambeth Continuation School (1925-1949)
	Yields, or has the potential to yield, information that contributes to an understanding of a community or culture	<ul style="list-style-type: none"> • Contributes to an understanding of the growth and development of Lambeth
	Demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community	<ul style="list-style-type: none"> • Representative work of H. C. McBride, architect
The property has contextual value because it,	Is important in defining, maintaining, or supporting the character of an area	<ul style="list-style-type: none"> • Not believed to be significant
	Is physically, functionally, visually, or historically linked to its surroundings	<ul style="list-style-type: none"> • Not believed to be significant
	Is a landmark	<ul style="list-style-type: none"> • Locally recognized as a landmark

Therefore, 4402 Colonel Talbot Road is a significant built heritage resource and merits conservation and protection under Section 29 of the *Ontario Heritage Act*. A Statement of Cultural Heritage Value or Interest for the property has been prepared (Appendix D).

The 1925 portion of the school building, the Lambeth Continuation School, is considered to best reflect the cultural heritage value or interest of this property (see Appendix C). While the later additions at the rear of the original school building may help articulate the growth and evolution of educational institutions in Lambeth, limited historical information was available to support the

--	--

designation of these portions of the building. In this instance, it is recommended that the designation apply to the 1925 Lambeth Continuation School building located at 4402 Colonel Talbot Road.

The Stewardship Sub-Committee of the LACH reviewed the request for the demolition of 4402 Colonel Talbot Road at its meeting held on April 27, 2016 and recommended designation of the 1925 Lambeth Continuation School building under the *Ontario Heritage Act*. The LACH received the recommendation of the Stewardship Sub-Committee at its meeting held on May 11, 2016. The LACH supported the staff recommendation to designate the 1925 Lambeth Continuation School, it being noted the intent of the designation is to conserve the north, west, and south façades of the building (no interior heritage attributes are included).

Other Matters

Accompanying the submission of the request for demolition, the following was submitted: Designated Substances Report (February 2010); visual mould inspection (January 2016); a demolition tender call; and a letter from the property owner. As these materials do not relate to Section 29 of the *Ontario Heritage Act* or *Ontario Heritage Act* Regulation 9/06, these were forwarded to the Building Division.

CONCLUSION

The former Lambeth Continuation School/former M. B. McEachren Public School, located at 4402 Colonel Talbot Road, is a significant cultural heritage resource. It is an integral link in demonstrating the history and evolution of Lambeth as a community. It is recommended that the 1925 portion of the school, the original Lambeth Continuation School, be designated under the *Ontario Heritage Act*.

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

2016-05-12

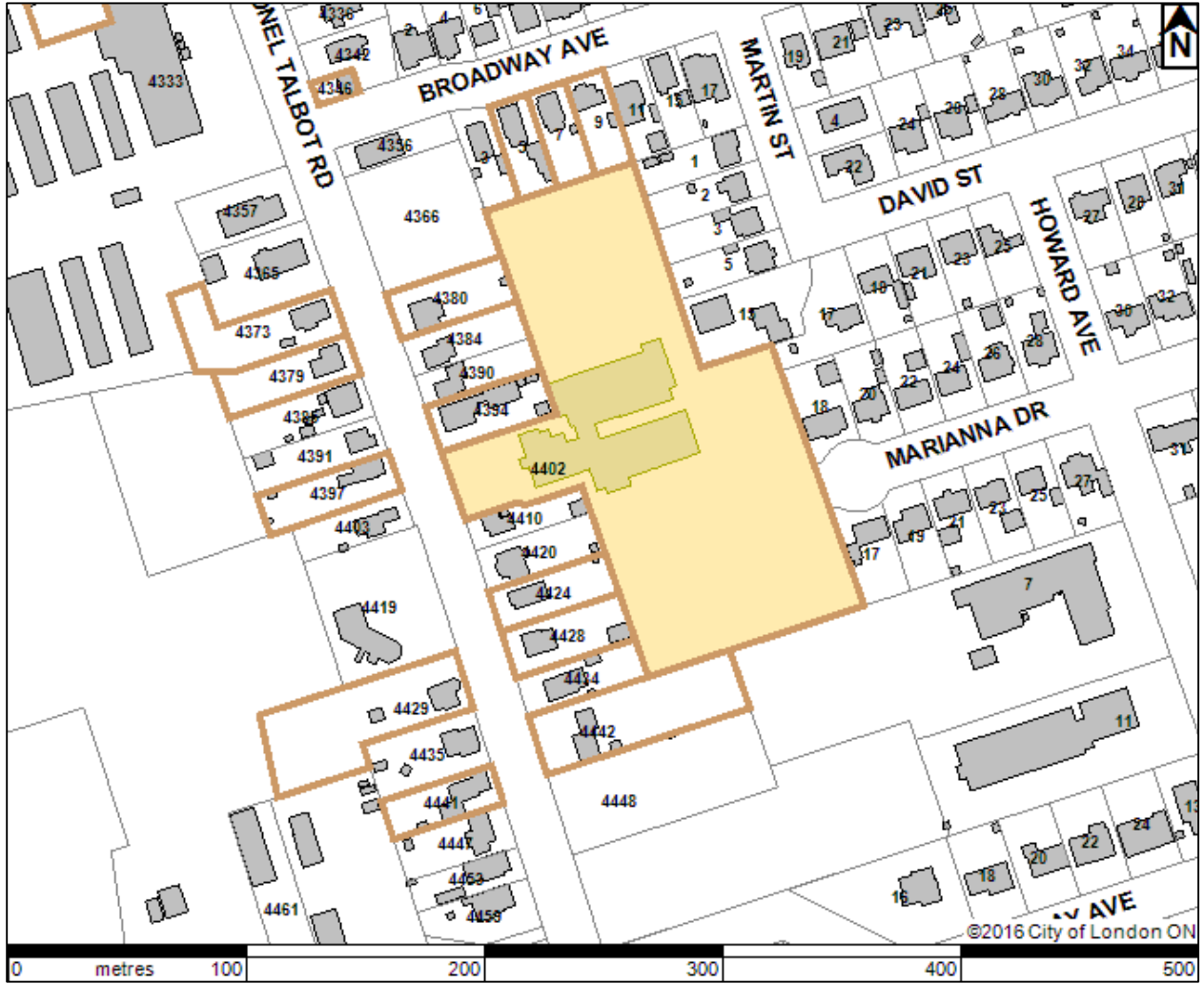
Attach:

- Appendix A: Property Location
- Appendix B: Property Photographs
- Appendix C: Floorplan (showing date of construction)
- Appendix D: Statement of Cultural Heritage Value or Interest – 4402 Colonel Talbot Road

Agenda Item # Page #

--	--

APPENDIX A: Property Location – 4402 Colonel Talbot Road



Agenda Item # Page #

--	--

APPENDIX B: Property Photographs – 4402 Colonel Talbot Road



Image 1: Former M. B. McEachren Public School located at 4402 Colonel Talbot Road.



Image 2: Detail of "entry" portico to 1925 building.



Image 3: View showing south façade of 1925 school with 1954 addition in foreground.



Image 4: 1969 library addition (and main entry).



Image 5: Courtyard area between 1954/1958 and 1963 wings of the former school.



Image 6: 1963 wing of the former school.

--	--

APPENDIX D: Statement of Cultural Heritage Value or Interest – 4402 Colonel Talbot Road

Legal Description

PLAN 443 LOT 15 CON ETR PT LOT 70

Description of Property

4402 Colonel Talbot Road is located on the east side of Colonel Talbot Road between Broadway Avenue and Sunray Avenue in the Lambeth area of London, Ontario.

Statement of Cultural Heritage Value or Interest

4402 Colonel Talbot Road, the formerly the Lambeth Continuation School and later the M. B. McEachren Public School, is of cultural heritage value or interest because of its physical or design values, historical or associative values, and its contextual values.

Physical/Design Values

Within Lambeth, the former Lambeth Continuation School/former M. B. McEachren Public School is a representative example of the Beaux Arts style. This style is demonstrated in the 1925 school building with its balanced composition, central portico, and classically-inspired details including the pediment and parapet with coping, painted metal stringcourse, triplet windows, relief detailing, red brick, soldier course lintels and cast concrete sills. This style often applied in early twentieth century institutional buildings, aimed at reflecting the importance and permanence of education in the Lambeth community.

Historical/Associative Values

The former Lambeth Continuation School/former M. B. McEachren Public School is part of the representative work of Herbert Carrol McBride (1860-1843). H. C. McBride trained in the studio of Samuel Peters & Son from 1877-1882. He subsequently partnered with many prominent London architects, eventually operating a sole practice. His work includes the rectory for St. George's Anglican Church (229 Wharncliffe Road North, 1893), the Colborne Building at the Old Victoria Hospital (391 South Street, 1898-1899), and St. Michael Catholic School (926 Maitland Street, 1913-1914).

The former Lambeth Continuation School/former M. B. McEachren Public School has direct historical associations with the establishment of educational institutions in Lambeth which reflected its status as an important village in the former Westminster Township.

While continuation schools were established in the late nineteenth century, their role as a link between elementary school and higher education gained social importance following World War I. Elementary schools were typically one-room schoolhouses providing a basic education to pupils using the 1st to 4th Books (now Grades 1-8). For those students seeking further educational opportunities, a new forum was required to bridge the gap between elementary education and teacher's college or university. High schools were funded by the provincial government and established in many larger urban centres, but most were out of reach, both geographically and financially, for rural students.

The first school in Lambeth was established in 1816 (S.S. #17), which provided a basic education to students in the former Westminster Township. Later, high school students traveled to London for their education via the traction line prior to 1921. Increased enrollment in London schools and the removal of the traction line prompted the Lambeth School Board to establish its own continuation school, first housed in the Masonic Hall until the Lambeth Continuation School was built in 1925. The Lambeth Continuation School was built in 1925, and opened on September 21, 1925 with Miss Clara M. Waters as principal. The Lambeth Continuation School provided an important opportunity for Lambeth students to pursue further education despite their location or means.

Due to other population growth in Lambeth, Grade 1-2 students were moved into the Science Lab at the Lambeth Continuation School in 1947. In 1949, the remaining students of SS #17 were moved to the Lambeth Continuation School; high school students were bussed to London. Further population growth prompted additions to the school building in 1953-1954, 1963-1964,

Agenda Item # Page #

--	--

and 1968. The former Lambeth Continuation School was renamed M. B. McEachren Public School in honour of Margaret B. McEachren, a long serving teacher, in 1965. In 2010, the students of M. B. McEachren Public School were moved to the former A. E. Duffield Public School, now known as Lambeth Public School.

While short in duration, the former Lambeth Continuation School ensured access to higher education for students in Lambeth and the surrounding area.

Contextual Values

The former Lambeth Continuation School/former M. B. McEachren Public School is locally recognized as a landmark within the community.

Heritage Attributes

Heritage attributes which support and contribute to the cultural heritage value or interest of this property include:

- Historical role as Lambeth Continuation School;
- Historical associations with Margaret B. McEachren;
- Demonstrative work of Herbert Carroll McBride, architect, in the Beaux Arts style;
- The 1925 Lambeth Continuation School, with:
 - Balanced façade composition;
 - Central portico;
 - Classically-inspired architectural details including pediment and parapet with coping, painted metal stringcourse, triplet windows, relief detailing, red brick, soldier course lintels and cast concrete sills.