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HAP 16-023-L
K. Gonyou

TO:	CHAIR AND MEMBERS LONDON ADVISORY COMMITTEE ON HERITAGE
FROM:	JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER
SUBJECT:	HERITAGE ALTERATION PERMIT APPLICATION BY: CITY OF LONDON 531 RIDOUT STREET NORTH (HARRIS PARK PAVILION) DOWNTOWN HERITAGE CONSERVATION DISTRICT JULY 6, 2016

RECOMMENDATION

That, on the recommendation of the Managing Director, Planning & City Planner, with the advice of the Heritage Planner, for the application under Section 42 of the *Ontario Heritage Act* to alter the pavilion located at 531 Ridout Street North (Harris Park) **BE PERMITTED** as submitted in the attached concept (Appendix C) with the following terms and conditions:

- a. Photographic documentation of the pavilion (before renovation, during renovation, and after completion) be submitted to the Heritage Planner; and,
- b. The final drawings be provided to the Heritage Planner for approval prior to issuance of the Building Permit.

PREVIOUS REPORTS PERTINENT TO THIS MATTER
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July 21, 2014. Report to Corporate Services Committee. *150 Anniversary of Canada Celebration Funding Request.*

May 25, 2015. Report to Corporate Services Committee. *Canada 150 Funding Programs.*

April 7, 2015. Report to PEC. *Our Move Forward: London's Downtown Plan.*

April 26, 2016. Report to Corporate Services Committee. *Canada 150 Community Infrastructure Program Contribution Agreement.*

June 20, 2016. Report to Corporate Services Committee. *Canada 150 Community Infrastructure Program Intake Two.*

PURPOSE AND EFFECT OF RECOMMENDED ACTION

Approval of the recommended action would permit the alterations to the heritage designated property in accordance with the provisions of 42(1) of the *Ontario Heritage Act*.

BACKGROUND

Harris Park

Harris Park (351 Ridout Street North) is located on the river flats of the north branch of the Thames River (Appendix A). Harris Park was established as a municipal park after the donation of the land, and Eldon House, by the Harris family in 1960. Prior to its donation to the City, the Harris' land was used for agriculture, animal husbandry, and leisure pursuits including steeplechase,

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swimming (swimming pool constructed in 1926), golf course, and ornamental gardens. The floodplain was used to plan “Victory” or “Liberty” gardens during WWI and WWII. These elements were removed over time as Harris Park transitioned from an estate to a municipal park. Harris Park is included within the Downtown Heritage Conservation District, designated under Part V of the *Ontario Heritage Act*.

Within Harris Park, there are several landscape features, including cultural heritage interpretive signs installed as part of the Millennium Project, a pathway system, and the pavilion. Harris Park is a major downtown park and is used for festivals, including Canada Day celebrations, and citizenship and indigenous ceremonies.

The Harris Park pavilion was designed by Paul M. Skinner Architect Inc. (March 1990) and was constructed in c.1990. The structure is hexagonal in shape. It has a concrete foundation with concrete columns, a wood frame roof and corrugated metal skirting with metal handrails, surrounded by an asphalt path. Many of the original wooden details of the pavilion have been replaced by metal elements over time (Appendix B).

The Harris Park pavilion has proven inadequate in recent years to address the increasing number of events taking place in Harris Park, one side effect of which is to increase pressure on the use of the band shell in Victoria Park. At present, it has no designated seating and limited capacity to store materials that may be needed during performances.

Canada 150

As part of the Canada 150 Community Infrastructure Program, the City received a grant of \$495,000 to renovate the pavilion in Harris Park in recognition of the cultural heritage significance of Harris Park and its activities. The upgrade to the band shell is expected to provide a more permanent location to host community events and to showcase the signature Canada 150 Celebration at the Forks of the Thames. It is meant to create a long-lasting legacy of the sesquicentennial celebration for future generations.

HERITAGE ALTERATION PERMIT APPLICATION

A Heritage Alteration Permit application was submitted by Matter Architectural Studio on June 23, 2016 on behalf of the City of London. The proposed alterations include the renovation and expansion of the existing pavilion from 2000 square feet to 3000 square feet in its base structure and upgrades to surrounding site features including the provision of barrier-free access (Appendix C). The existing concrete deck will be expanded as part of the renovation.

Its design inspiration derives from the “shard” like feature contained within the Canada 150 logo for the proposed building form. As well, its proposed colours connect the pavilion to the Canada 150 branding. The structure is intended to act as a self-supporting object. The main structural element will be a series of black, painted, columns/beams. The “fractured” design will provide views, access, drainage, and sound control characteristics to the structure. Overall, the structure is designed with the concept of flexibility and adaptability.

As part of the renovation, the existing superstructure will be removed and replaced by a new metal frame structure that will be clad in an aluminium panel system (“Tradition 100, Vic West Aluminium”) which has the ability to wrap from the roof to the wall structure. Railings will be installed on the north (rear), where stairs and utilities will also be located.

In addition to the barrier-free access, landscape elements include the introduction of three radiating chevron-shaped wall structures constructed of Armor Stone which are intended to serve as seating.

ANALYSIS

Provincial Policy Statement

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The *Provincial Policy Statement (2014)* 2.6.1 directs that “significant built heritage resources and significant cultural heritage landscapes shall be conserved”. Properties included in the Downtown HCD are considered to be significant within the context. “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*”.

Ontario Heritage Act

Section 41.2(1) of the *Ontario Heritage Act* requires public works within a Heritage Conservation District to be compliant with the objectives of the applicable Heritage Conservation District Plan.

Strategic Plan

The Strategic Plan for the City of London 2015-2019 identifies heritage conservation as an integral part of “Building a Sustainable City.”

Official Plan

London’s *Official Plan* 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.”

Our Move Forward: London’s Downtown Plan

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.”

Downtown Heritage Conservation District

The *Downtown HCD Plan* articulates the objectives of the designation of the Downtown HCD under the *Ontario Heritage Act*. Physical goals and objectives and social goals and objectives provide guidance on undertaking actions that ultimately support the conservation of the Downtown HCD’s significant cultural heritage value or interest. The goals and objectives of the *Downtown HCD Plan* were used to assess the proposed alteration of the Harris Park pavilion.

Table 1: Analysis of Downtown HCD Plan Goals and Objectives

Section 3.2 Goals and Objectives		
	Objectives	Analysis
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 HCD	The proposed alterations to the pavilion seek to renovate the existing structure.
	Encourage the rehabilitation and restoration of heritage buildings that is sensitive and respectful to the historical significance of the structure	Cultural heritage significance is not attributed to the pavilion structure, but instead to its function within Harris Park as a culturally-relevant gathering point for Londoners.
	Influence the renovation or construction of modern era buildings so that it is done with regard to the Downtown HCD and complementary to the character and streetscape	The Heritage Alteration Permit process seeks to encourage the compatibility of alterations to structures located within the Downtown HCD, including the Harris Park pavilion. See table below regarding guidelines for the Institutional and Public Realm Landscape Guidelines.
	Successfully implement these objectives while fostering an environment of growth and	Growth and renewal is the essential spirit of the proposed pavilion renovation, particularly in light of the upcoming

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	renewal going forward	Canada 150 celebrations.
Social Goals & Objectives	Increase community awareness of the Downtown HCD, its attributes, opportunities, and ways of contributing	The proposed renovations will highlight the role of Harris Park as a significant place for Londoners, articulated through the Harris Park pavilion.
	Emphasize the significance of the cultural heritage and its role in defining the sense of place for the Downtown HCD	The proposed renovations will highlight the role of Harris Park as a significant place for Londoners, articulated through the Harris Park pavilion.
	Educate and encourage building owners to embrace the Downtown HCD and the importance of heritage preservation through the stewardship of their buildings	Not applicable.
	Increase tourism across the District	The proposed renovation to the pavilion is anticipated to increase tourism in the Downtown HCD through its increased capacity.
	Encourage the redevelopment, intensification, and acceptance of the Downtown HCD as the cultural and social focus of the community	The proposed renovations will highlight the role of Harris Park as a significant place for Londoners, articulated through the Harris Park pavilion.

Based on the above review, the proposed alterations to the Harris Park pavilion are compliant with the objectives of the *Downtown HCD Plan*.

The *Downtown HCD Plan* identifies the institutional and public realm landscape characteristics of Harris Park as a significant heritage attribute (character defining element). These guidelines were used to analyse the proposed alterations to the Harris Park pavilion.

Table 2: Analysis of *Downtown HCD Plan* Institutional and Public Realm Landscape Guidelines

Section 6.2.4 Institutional and Public Realm Landscape Guidelines	
Guidelines	Analysis
Municipal work projects that contradict the objectives of this Plan shall follow the Heritage Alteration Permit process	As a significant public asset, the alteration of the Harris Park pavilion met the Conditions for Referral to the LACH for consultation.
Encourage the conservation and/or re-introduction of historic cultural landscape elements into public and private realms	Historic landscape elements of the Harris family have been removed from Harris Park over time. Eldon House, as a museum, helps to interpret the historic function of the Harris estate which became Harris Park.
Preserve and reinforce significant historic cultural gardens and landscapes, their features and characteristics	The proposed alterations reinforce Harris Park as a significant landscape place for Londoners.
Discourage the placement of non-heritage service facilities such as service boxes, parking and utilities in highly visible locations or within view sheds. These should be placed in inconspicuous locations, incorporated into structures and/or concealed into the heritage character of the District by implementing techniques of appropriate scale, materials, screening and finishes	Utilities and services are located at the rear of the pavilion, per existing.
New landscaping should complement the existing landscapes of the District, screen parking areas, and improve the overall pedestrian experience	The proposed introduction of new seating space as part of the landscaping is intended to improve the user experience for the pavilion.

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Existing street patterns and historic materials in streets, sidewalks, lands, pathways and boulevards (e.g. asphalt roads, concrete curbs and sidewalks, grass boulevards) shall be preserved/protected. In areas of new construction, development and civic 'improvement', the heritage character of streetscapes should be controlled by the guidance of traditional patterns, materials and elements	No alterations are proposed to the existing street pattern. The pathway in Harris Park will be slightly altered to accommodate barrier-free access to the renovated pavilion.
Retention of existing grass boulevard and street trees throughout the District is strongly encouraged wherever repairs or improvements are made to roads, sidewalks or underground services. Should removal of trees and boulevards be unavoidable as part of the infrastructure work, every effort should be made to replace them upon completion of the work	A minimal reduction in the landscaped open space is anticipated by the proposed expansion of the Harris Park pavilion.
The City is encouraged to adopt a heritage tree designation policy. The process for selecting and designating a heritage tree should be a collaborative process between the Forestry Group and LACH	Not applicable; no trees proposed for removal as a result of the renovation of the Harris Park pavilion.
The City is encouraged to implement a street tree planting program to fill in gaps that exist in the residential streetscapes of the District in order to enhance canopy coverage	Not applicable; no trees proposed for removal as a result of the renovation of the Harris Park pavilion.

The proposed alteration to the Harris Park pavilion is compliant with the institutional and public realm landscape guidelines of the *Downtown HCD Plan*.

Other Matters

A cultural heritage interpretive sign regarding the Blackfriars Mill is presently located adjacent to the bandshell. As part of the renovation project and ultimate expansion of the pavilion, the Blackfriars Mill sign, and surrounding sculpture, will be removed and reinstalled.

Harris Park is an area of high archaeological potential. Archaeological field work is required to be undertaken prior to the initiation of development or site alteration.

CONCLUSION

The proposed renovation to the Harris Park pavilion is compliant with the objectives of the *Downtown HCD Plan* and should be permitted.

PREPARED BY:	SUBMITTED BY:
KYLE GONYOU HERITAGE PLANNER URBAN REGENERATION	JIM YANCHULA, MCIP, RPP MANAGER URBAN REGENERATION
RECOMMENDED BY:	

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JOHN M. FLEMING, MCIP, RPP MANAGING DIRECTOR, PLANNING AND CITY PLANNER

2016-06-21

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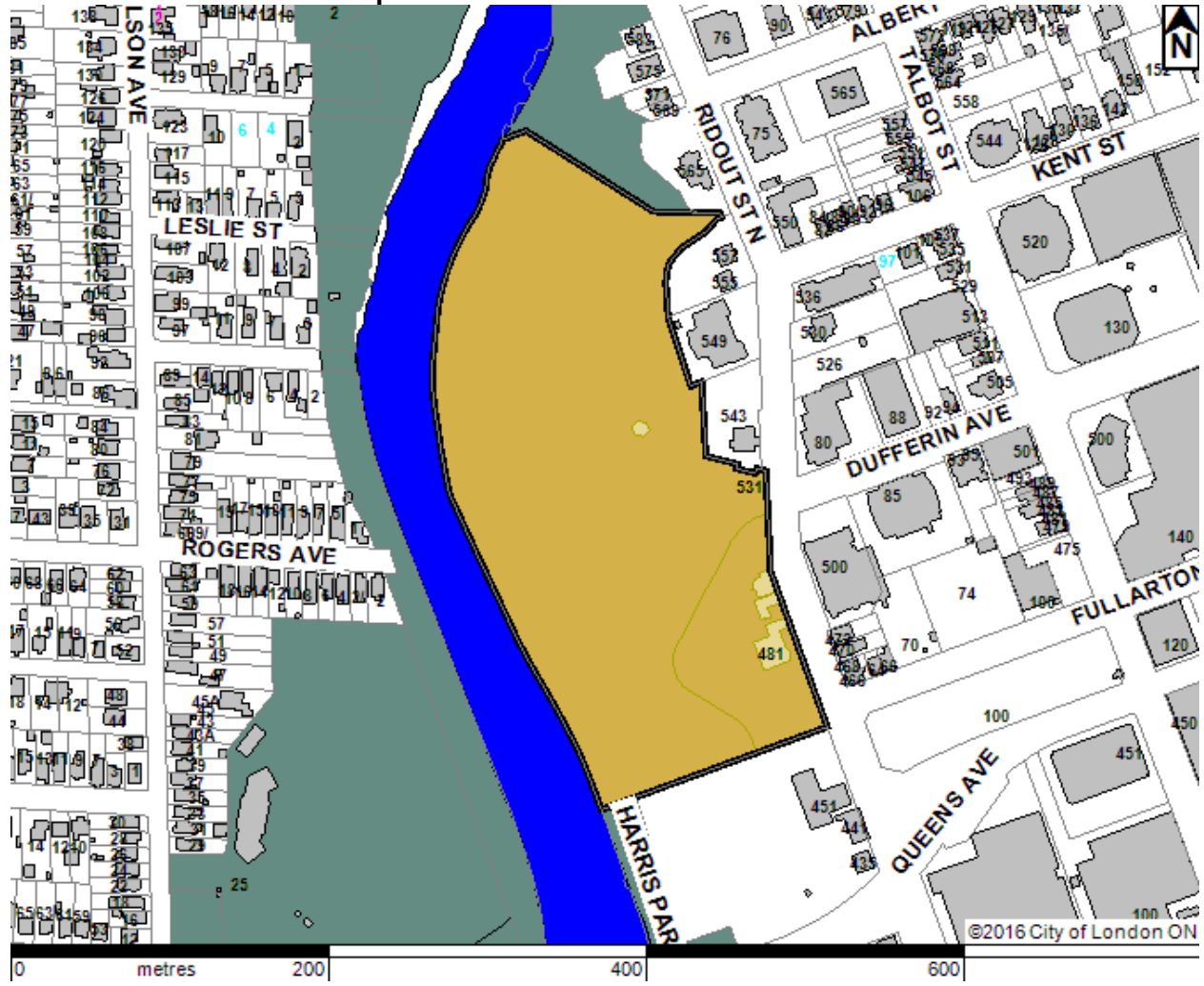
- Appendix A: Location Map
- Appendix B: Property Photographs
- Appendix C: Proposed Concept

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APPENDIX A – Location Map



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APPENDIX B –Property Photographs



Image 1: Harris estate (circa 1910) showing Eldon House on top of the escarpment with gardens below (courtesy of Eldon House).



Image 2: Leisure activities on the Harris estate along the millrace (courtesy of Eldon House).



Image 3: Gardens on the river flats of the Harris estate (prior to 1926) (courtesy of Eldon House).



Image 4: Aerial photograph showing the cultivated gardens of the Harris estate (Department of Lands and Forest, Line R2, Photograph Number 84, 1922).

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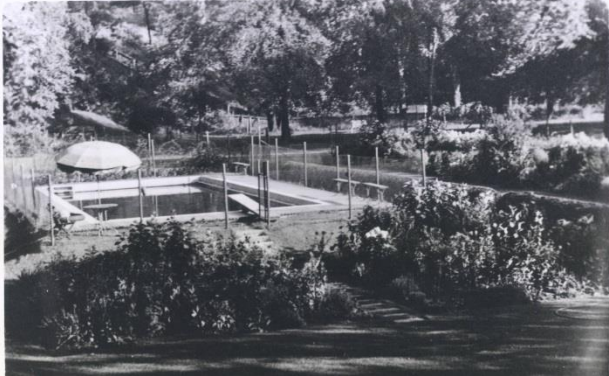


Image 5: Eldon House swimming pool, built in 1926 (Western Archives, courtesy of Eldon House).



Image 6: Eldon House grounds and swimming pool (July 1963) (courtesy of Eldon House).

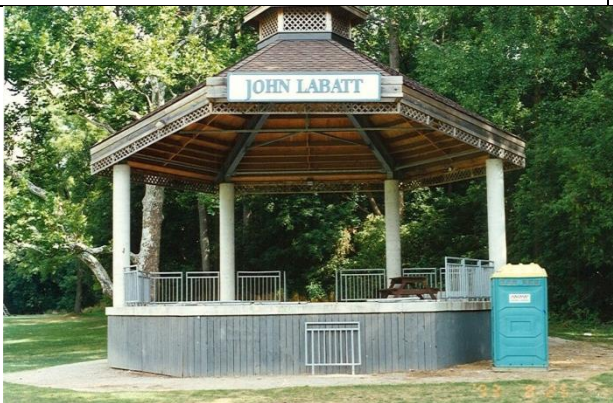


Image 8: Harris Park pavilion (August 25, 1993).

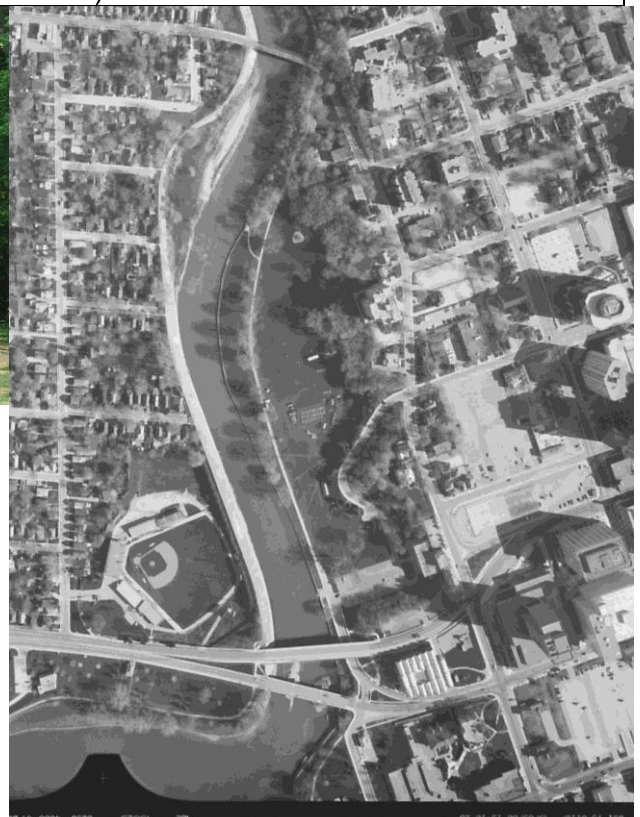


Image 9: Detail of the 1995 aerial photograph showing activity in Harris Park (Line 19, Photograph 17).

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Image 1: Harris Park, view looking northeast.



Image 2: Harris Park pavilion, front (south) view.



Image 3: Harris Park pavilion, rear (north) view.



Image 4: Detail of foundation cladding, deck, and railing of the Harris Park pavilion.



Image 5: Detail of the roof structure of the Harris Park pavilion.



Image 6: Cupola of the Harris Park pavilion.

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APPENDIX C – Proposed Concept

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CITY OF LONDON
CANADA



**SCHEMATIC DESIGN
DEVELOPMENT
FOR:**

**HARRIS PARK:
CANADA 150
PAVILION**

matter
architectural studio inc.

108 Huronville Road | London | Ontario | N6G 2W8
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Goal

- Renovation of Existing Pavilion;
- 2000 sq. ft. Addition to Existing 3000 sq. ft. Base Structure
- Upgrade site features, landscape, seating, B.F. Ramp

Values

- Celebrate!
- Inspiration
- Community
- Inclusion (B.F.)

Guiding Principles...

PROJECT UNDERSTANDING

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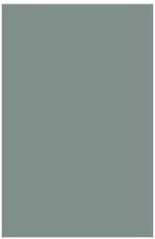
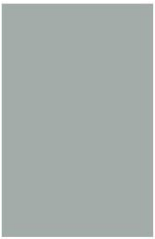
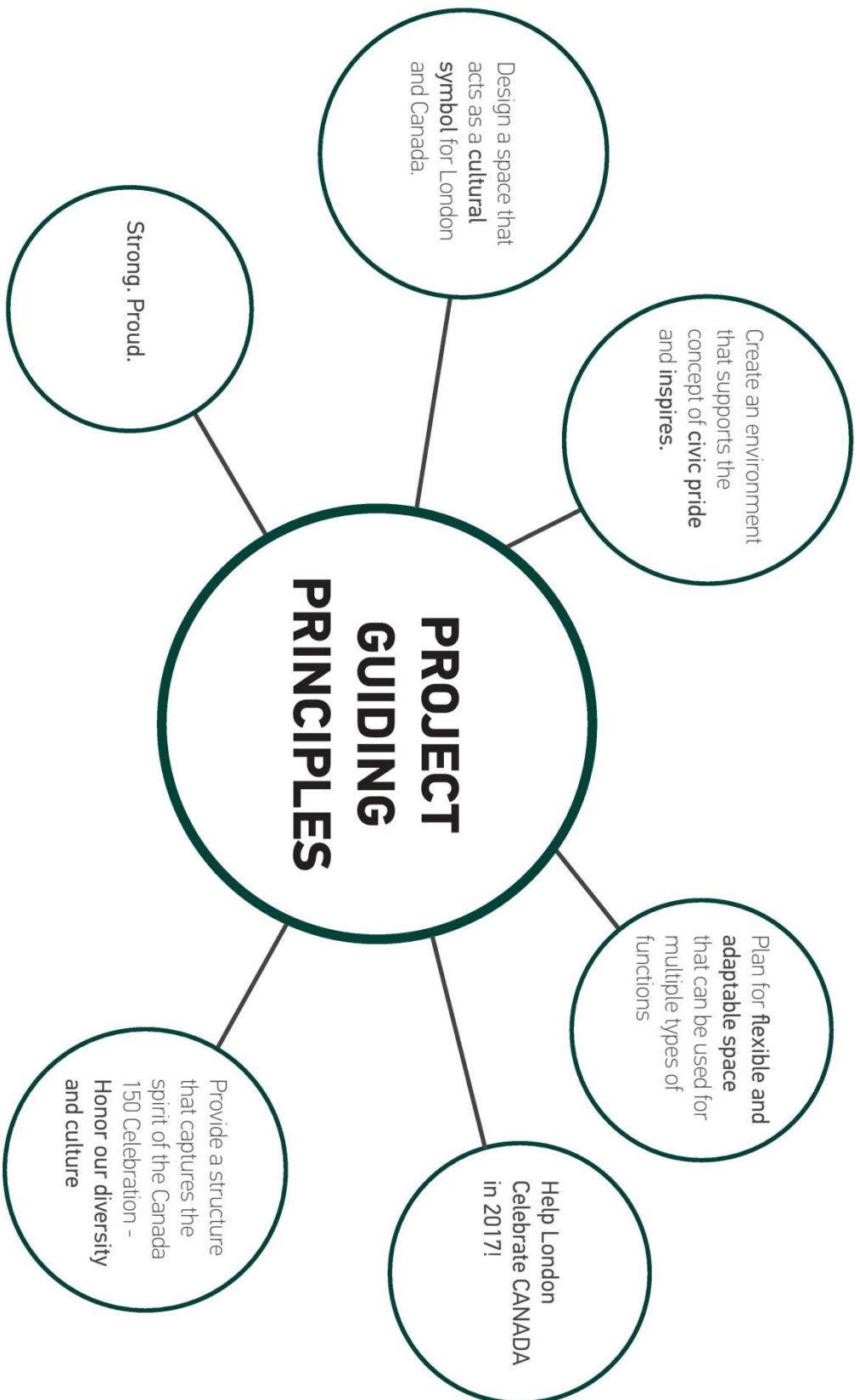
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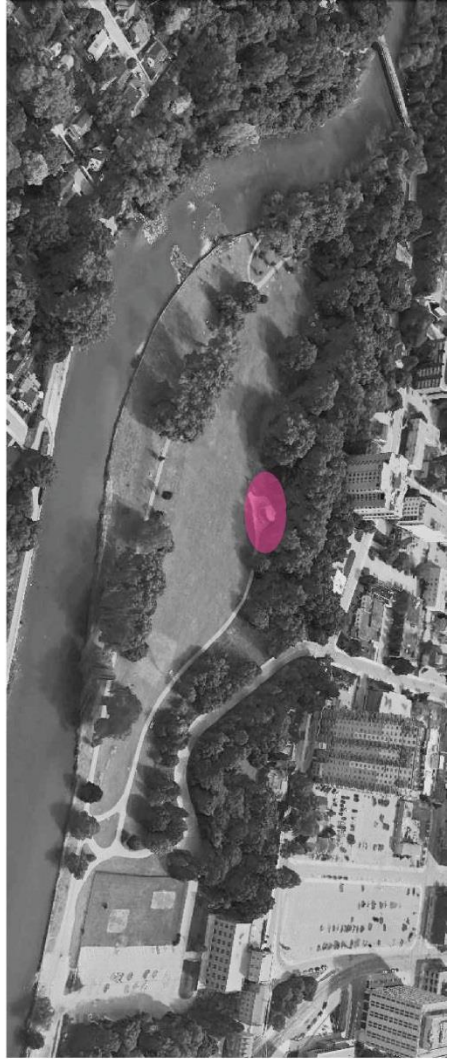
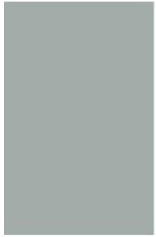
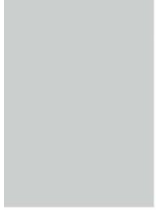
HIGH LEVEL PROJECT ASPECTS

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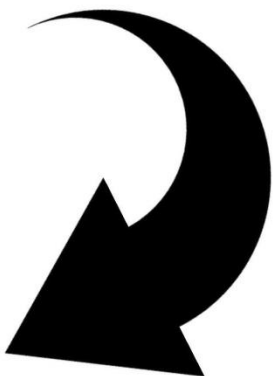
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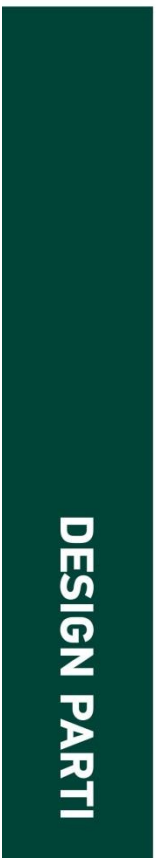
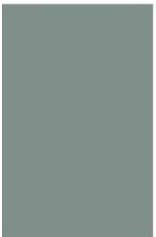
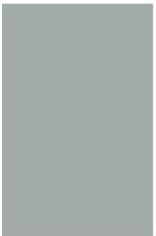
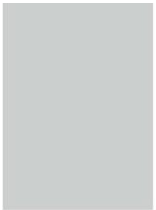
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- “Shard” as inspiration for building form
- Use of colour to tie pavilion into Canada 150 branding

CANADA 150
1867-2017



DESIGN PART I

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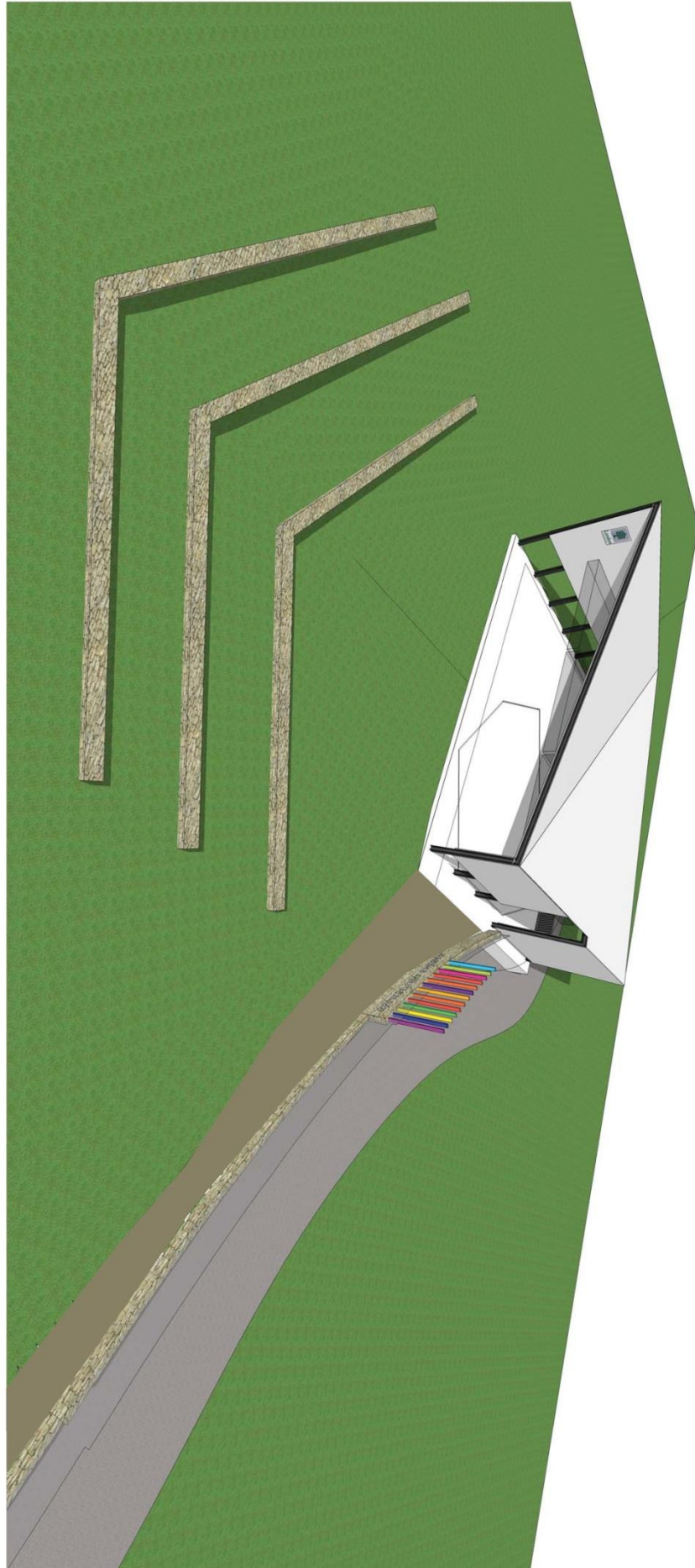
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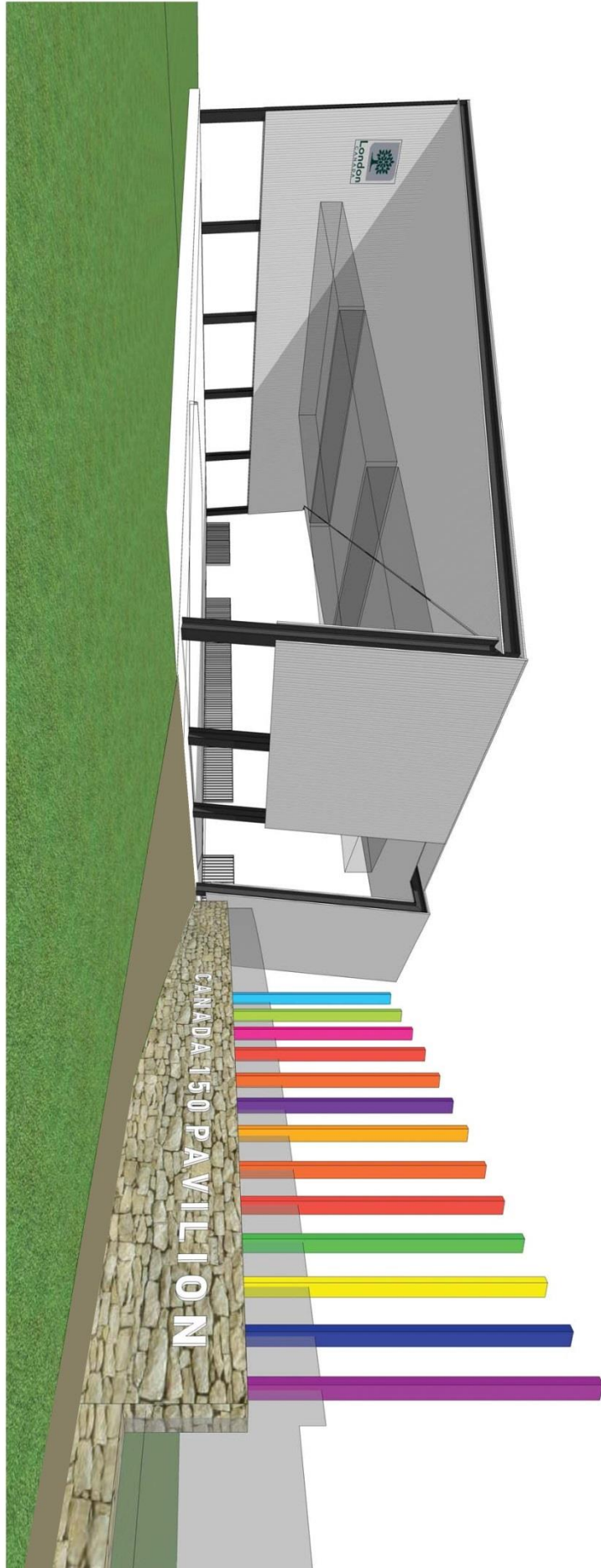
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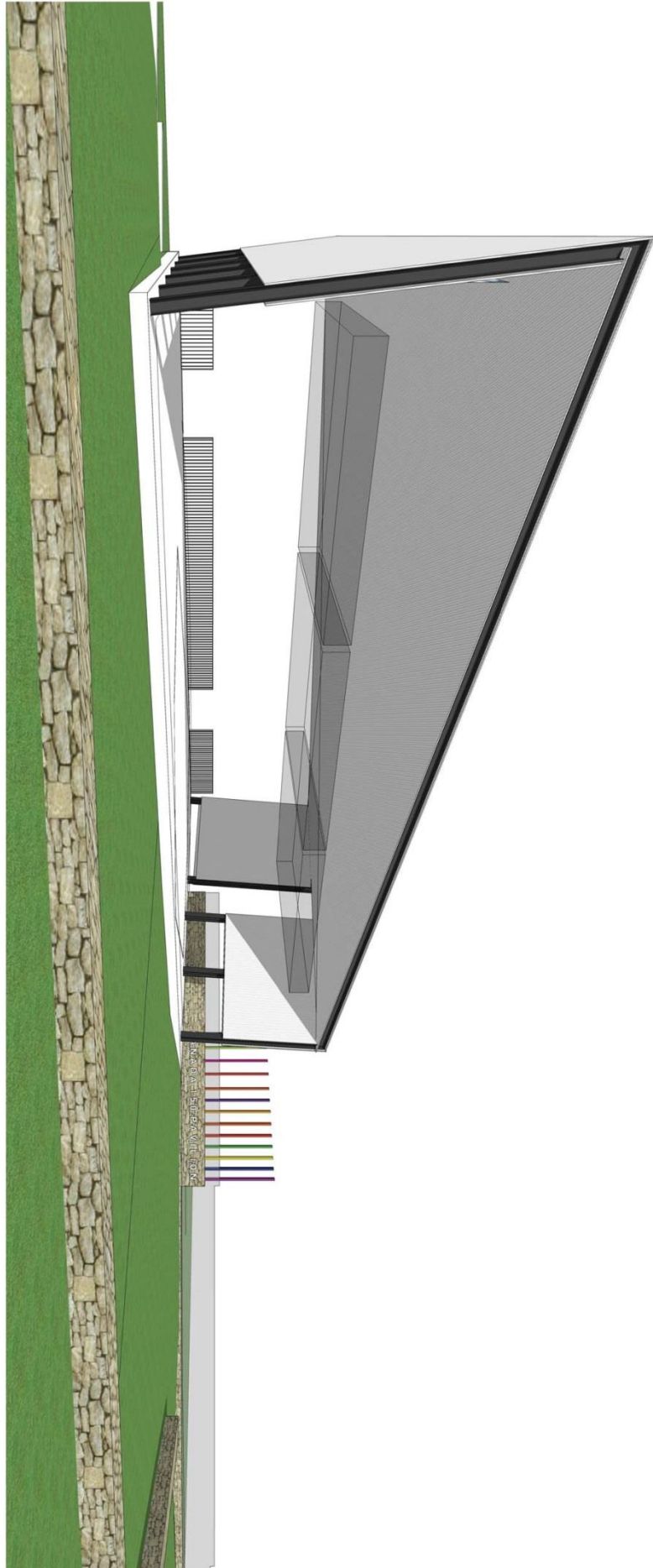
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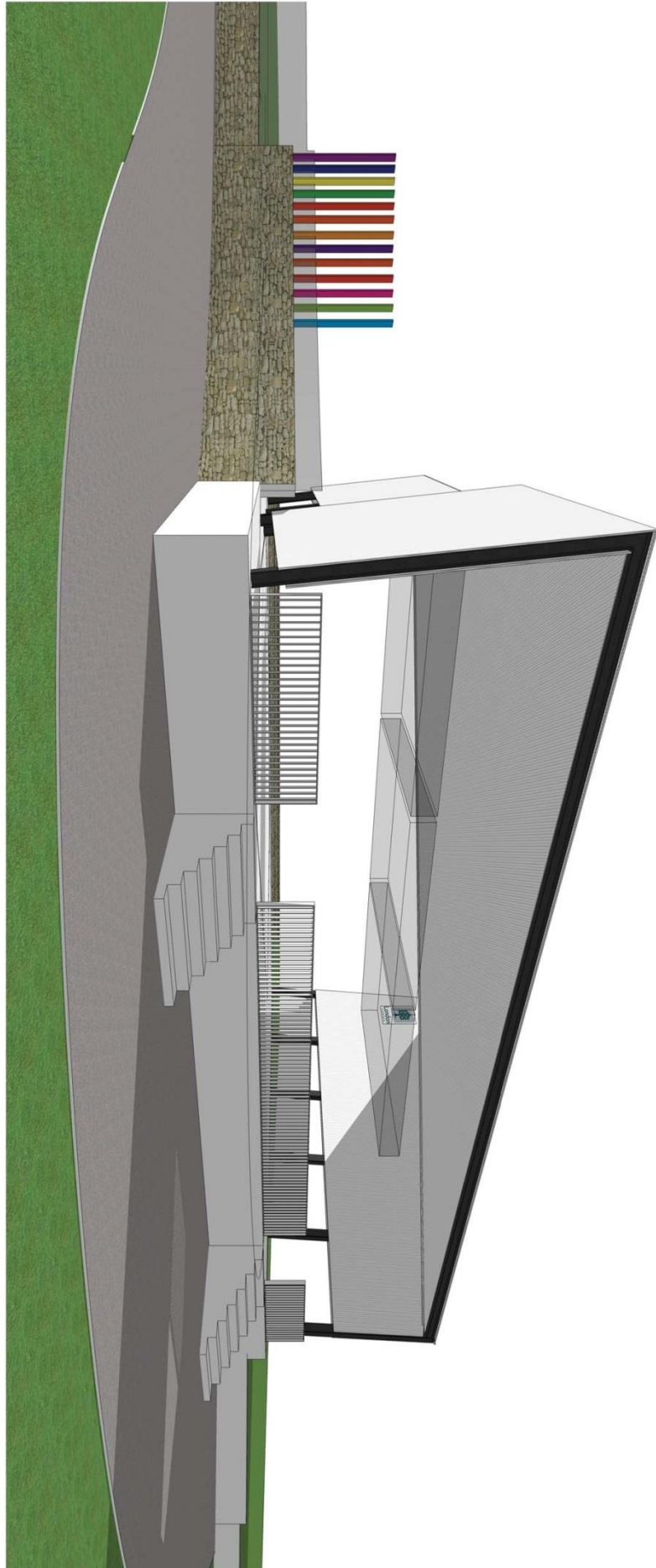
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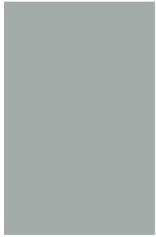
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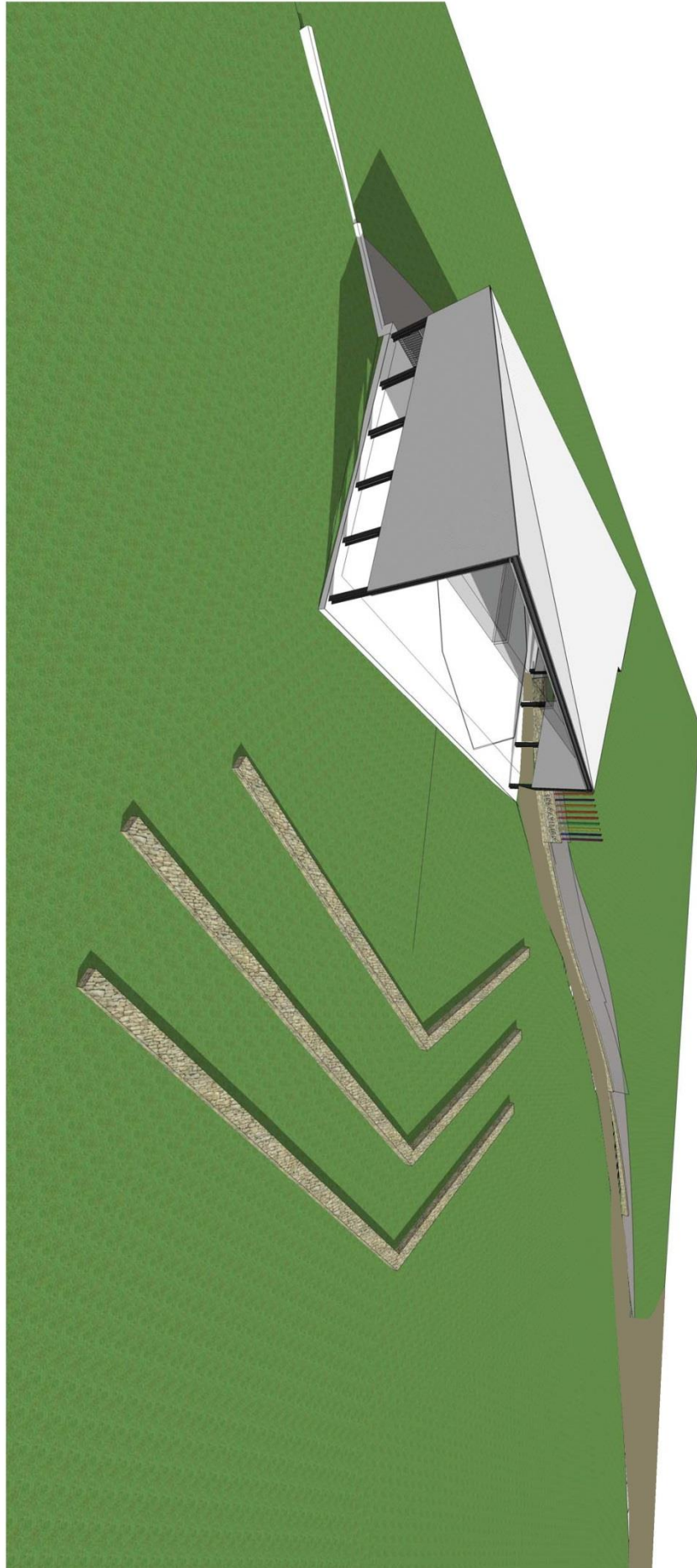
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RENDERING 04



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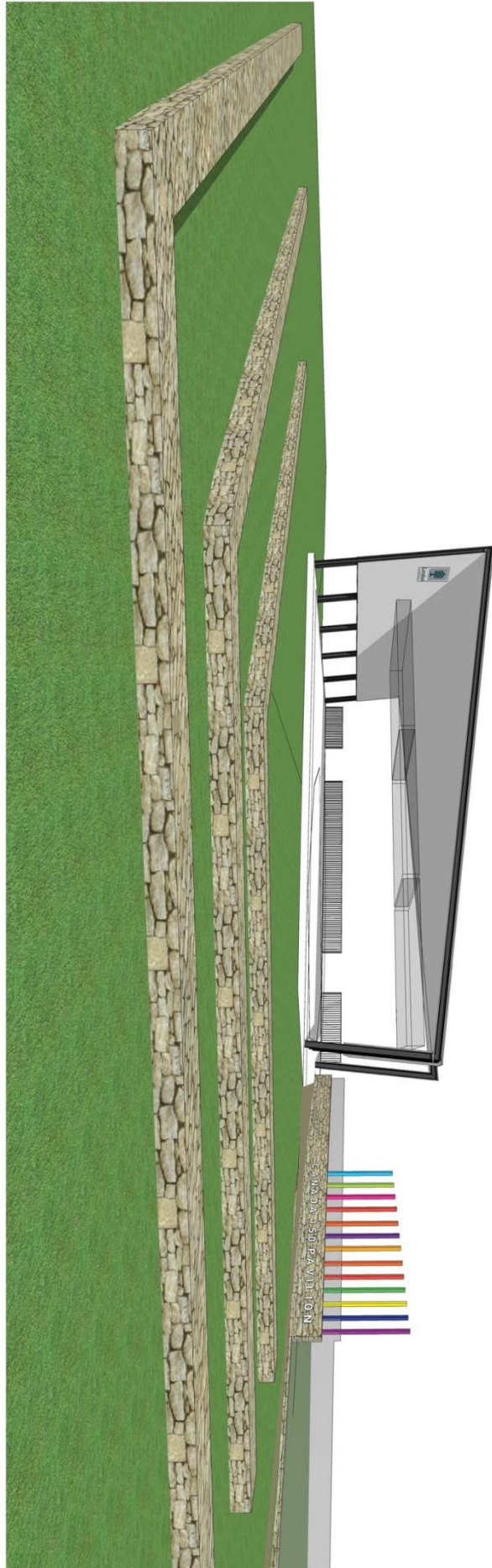
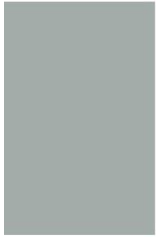
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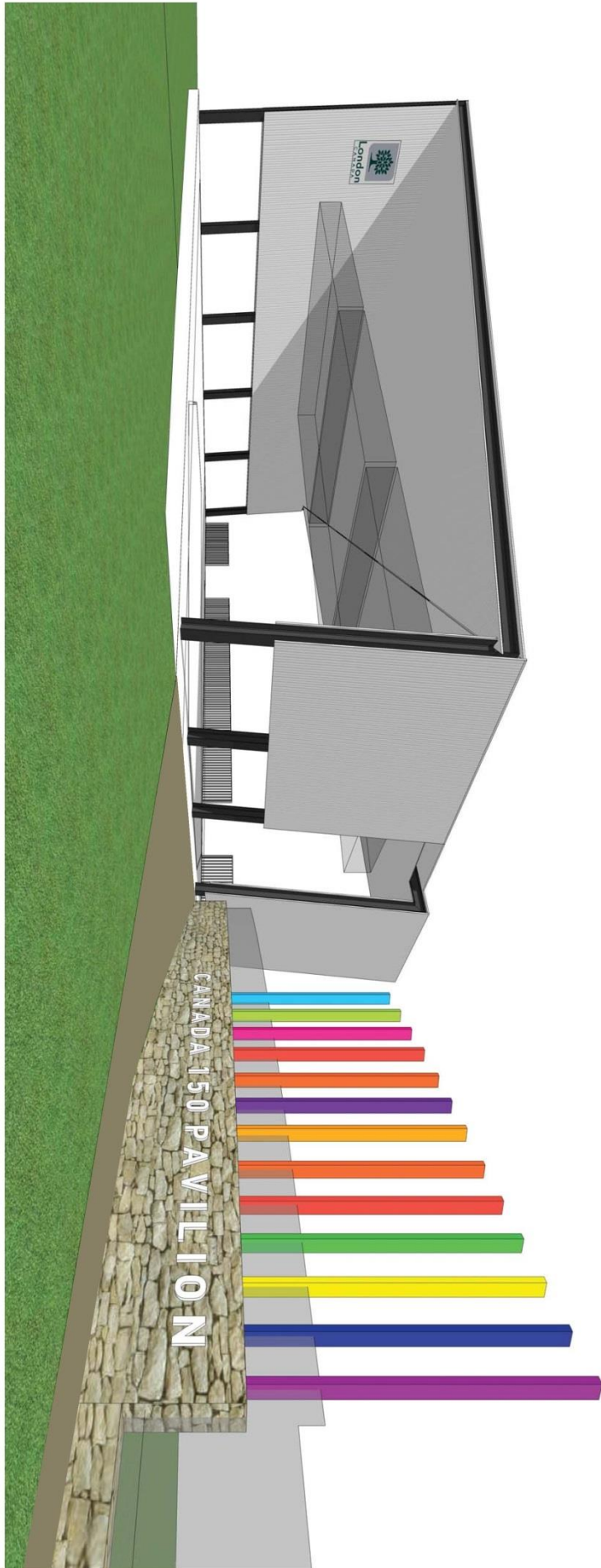
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