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TO:	CHAIR AND MEMBERS PLANNING & ENVIRONMENT COMMITTEE
FROM:	JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER
SUBJECT:	REQUEST FOR DEMOLITION BY: 2497646 ONTARIO INC. 269 THAMES STREET PUBLIC PARTICIPATION MEETING ON JULY 18, 2016

RECOMMENDATION

That, on the recommendation of the Managing Director, Planning & City Planner, with the advice of the Heritage Planner, with respect to the request for the demolition of a heritage listed property located at 269 Thames Street, the following report **BE RECEIVED** and that the following actions **BE TAKEN**:

- A. That the Chief Building Official **BE ADVISED** that Municipal Council consents to the demolition of this property;
- B. That the property owner **BE REQUESTED** to ensure that the abutting site, 275 Thames Street—a registered archaeological site—remains protected during demolition of 269 Thames Street, pursuant to section 2.6 of the *Provincial Policy Statement* 2014; and,
- C. That 269 Thames Street **BE REMOVED** from the *Inventory of Heritage Resources* (Register).

PREVIOUS REPORTS PERTINENT TO THIS MATTER
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- 2016-02-01: Report to PEC- *Repeal of Designation 275 Thames Street, By-law L.S.P. 3432-10*
- 2015-11-11: Resolution from Municipal Council arising from the 12th Report of the London Advisory Committee on Heritage meeting (October 14, 2015) re: interpretive signage/commemorative monument for 275 Thames Street and the area known as “the Hollow”
- 2015-11-02: Report to PEC- *Repeal of By-law L.S.P. 3432-10*
- 2013-12-10: Report to PEC-*Fugitive Slave Chapel Update*
- 2013-09-24: Report to PEC -*Notice of Intent to Designate 275 Thames Street*
- 2013-06-23: Report to PEC -*Demolition Requests for 275, 277 & 281 Thames Street*

PURPOSE AND EFFECT OF RECOMMENDED ACTION

The recommended action would remove the property from the *Inventory of Heritage Resources* (the Register pursuant to Section 27 of the *Ontario Heritage Act*) and allow the demolition to proceed.

BACKGROUND

The property at 269 Thames Street is located on the west side of Thames Street, south of Bathurst Street (Fig. 1) and is currently listed as a duplex. Presently it is abandoned and shows signs of squatter activity.

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The property is listed on the Register (the *Inventory of Heritage Resources*) as a Priority 2 resource. It is adjacent to the site of the former Fugitive Slave Chapel at 275 Thames Street.^a It is also one of four listed contiguous properties (which include existing buildings) on the west side of Thames Street; the others being located at 257, 263 and 267 Thames Street and listed respectively as Priority 3, Priority 2 and Priority 3 properties (Fig. 3). Buildings at 279 and 281 have since been demolished in 2015 and 2014. An c1889 rail underpass—to the north—is listed as a Priority 1 heritage resource. Across Thames Street to the east is an expansive parking area. 269 Thames Street and surrounds have been identified as having archaeological heritage potential (Fig. 4).

The building located at 269 Thames Street is a two storey, frame building built in the vernacular style circa 1870 (Fig. 5).^b It is rectangular in plan with a one-storey wing at the rear. See Appendix A, Fig. 6 and Fig. 7. The façade is three-bay and well-proportioned with the gable end facing the street. The entrance door is positioned off-centre. The foundation wall is cast block with a dirt floor under the rear wing, and a partial height basement (w/concrete floor)—created post-original construction (date unknown) to house mechanicals (Fig. 8). The exterior wall is presumed to be wood sided and at a later date sheathed with Insulbrick and asbestos shingles (Fig 9). Most windows appear to be original—two-over-two double hung (w/newer storms added)—with exterior surrounds clad in aluminium (Fig. 10). The entrance door and transom also appear to be original with newer aluminium storm door added (Fig. 11). Overall, the condition of the building is fair/good (i.e. floors appear level with no obvious structural stress) with some noticeable deterioration of eaves, gutters and foundation etc...typically found with a property whose lifecycle upkeep has been intermittent/inconsistent.

The interior floor plan of the building at 269 Thames Street has been altered to accommodate adaptation to a duplex.^c Regardless, on the first floor, much of the interior window, door and floor trim still exists (Fig. 12). Of particular interest is the door surround at the rear (between the two-storey and one-storey portion of the building) which resembles the profile of the window trim found on the former adjacent property of the Fugitive Slave Chapel (Fig. 13).

Historically, this property and surrounding area has been associated with the Black settlement in London during the mid-1800's. This swampy area near the forks of the Thames River—known as “the Hollow”—attracted run-away slaves from the south where very modest, working-class homes were built.^d

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.”

^a The building, known as the Fugitive Slave Chapel at 275 Thames Street, was relocated in 2014 to 432 Grey Street, adjacent to the Beth Emanuel BME Church.

^b Please note that the Register dates the building circa 1878, but the building is indicated on the historic map of London in 1872 (Smallman & Ingram. *Bird’s Eye View of London*, 1872. London Room). See Appendix A, Fig. 2.

^c Site visit on June 24, 2016 only accessed basement and 1st floor.

^d See Conservation Plan 2014: The Fugitive Slave Chapel, prepared by Tara Jenkins, December 14, 2014.

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Register

Municipal Council may include properties on the Register 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. 269 Thames Street is considered to have potential cultural heritage value or interest as a Priority 2 heritage listed property.

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

“[those that] 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.” (*Inventory of Heritage Resources*, 2005, n.pag.)

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 a Priority 2 listed heritage resource, 269 Thames Street 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 269 Thames Street 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 269 Thames Street 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 early example of a style, type, expression, material, or construction method	• The property is not known to be a rare, unique, representative of early example of a style, type, expression, material or construction method.
	Displays a high degree of craftsmanship or artistic merit	• This property does not demonstrate a high degree of craftsmanship or artistic merit.
	Demonstrates a high degree of technical or scientific achievement	• This property does not demonstrate a high degree of technical or scientific merit.
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	• This specific property is not known to have any significant historical associations.
	Yields, or has the potential to yield, information that contributes to an understanding of a community or culture	• This specific property is not known to yield, or have the potential to yield, information that contributes to an understanding of community or culture.
	Demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community	• This property is not known to demonstrate the work or ideas of an architect, artist, builder, designer or theorist.

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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"> As a singular property unto itself, there is not enough of the remaining historical urban fabric for this property to define the character of the area.
	Is physically, functionally, visually, or historically linked to its surroundings	<ul style="list-style-type: none"> Although this property is historically linked to the area known as “the Hollow”, little of the original context remains.
	Is a landmark	<ul style="list-style-type: none"> This property is not identified as a landmark in the city.

With the relocation of the landmark Fugitive Slave Chapel, and the loss of many of the original working class housing that once defined “the Hollow”, the contribution of this singular property at 269 Thames Street to the sense of this area being a recognizable “place” or “district” is very limited. Therefore, the property at 269 Thames Street is not deemed a significant built heritage resource with respect to the criteria identified in Regulation 9/06, and does not merit conservation or protection under Section 29 of the *Ontario Heritage Act*.

The Stewardship Sub-Committee of the LACH reviewed 269 Thames Street at its meeting held on June 22, 2016 and did not recommend designation of the property under the *Ontario Heritage Act*.

The LACH was consulted on the demolition request for 269 Thames Street at its meeting held on July 6, 2016. The LACH supported the staff recommendation to consent to the demolition and to remove 269 Thames Street from the *Inventory of Heritage Resources* (Register). In addition to supporting demolition, the LACH noted the following actions be taken:

- i. an archaeologist be on site during demolition of 269 Thames Street to ensure that the integrity is retained of the abutting property (275 Thames Street) which is a registered archaeological site
- ii. that the London Diversity and Race Relations Advisory Committee be consulted on interpretive signage/commemorative monument for the surrounding area known as “the Hollow”

CONCLUSION

269 Thames Street has been evaluated using the mandated criteria of the *Ontario Heritage Act* Regulation 9/06. The property did not meet the criteria for designation. Designation of 269 Thames Street under the *Ontario Heritage Act* is not recommended. Municipal Council should consent to the demolition of this property and advise the Chief Building Official accordingly.

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PREPARED BY:	SUBMITTED BY:
LAURA E. DENT, M.Arch, PhD, MCIP, RPP HERITAGE PLANNER URBAN REGENERATION	JIM YANCHULA, MCIP, RPP MANAGER URBAN REGENERATION
RECOMMENDED BY:	
JOHN M. FLEMING, MCIP, RPP MANAGING DIRECTOR, PLANNING AND CITY PLANNER	

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Attach:
Appendix A—Illustrative Images

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APPENDIX A—Illustrative Images

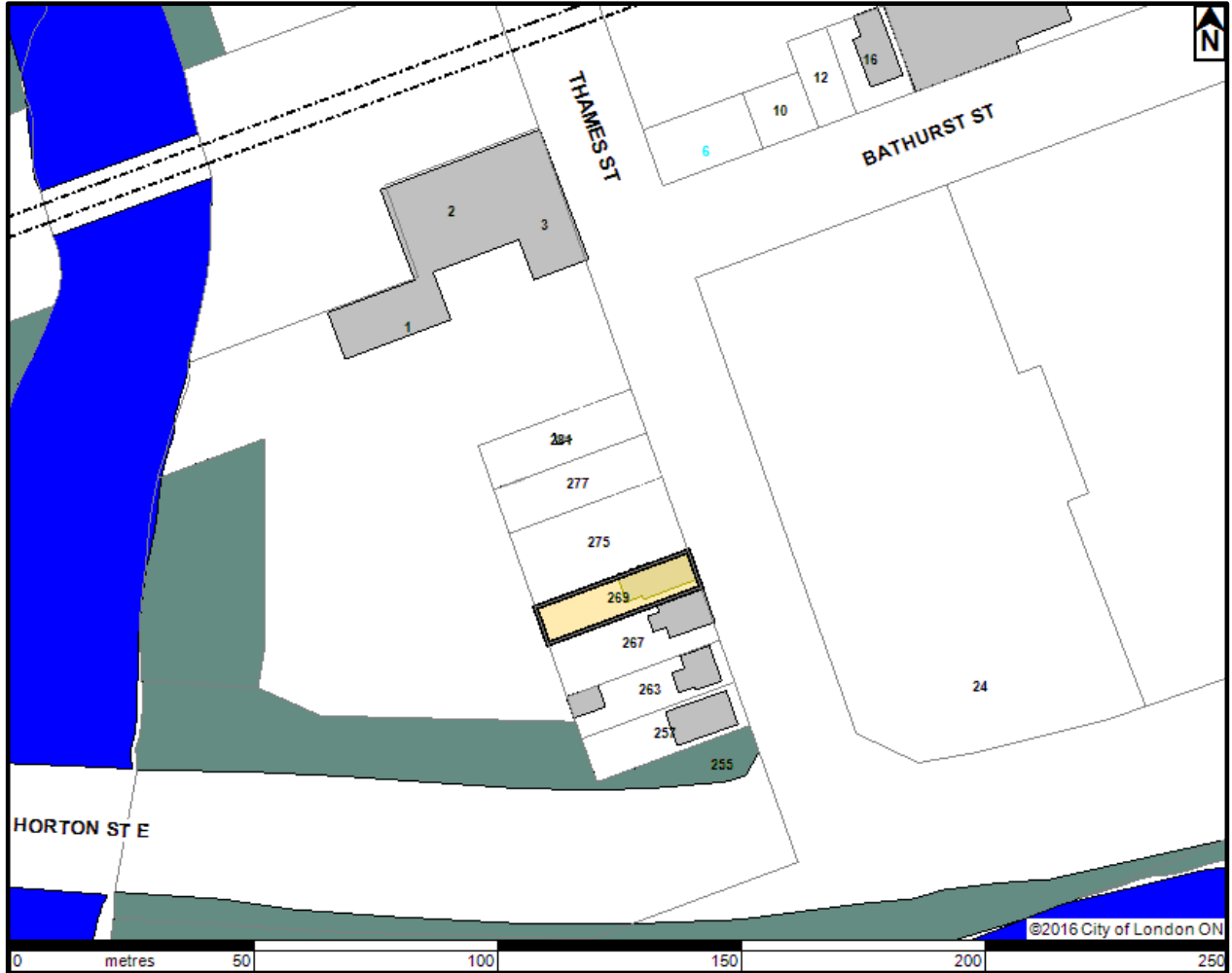


Figure 1. Property location – 269 Thames Street

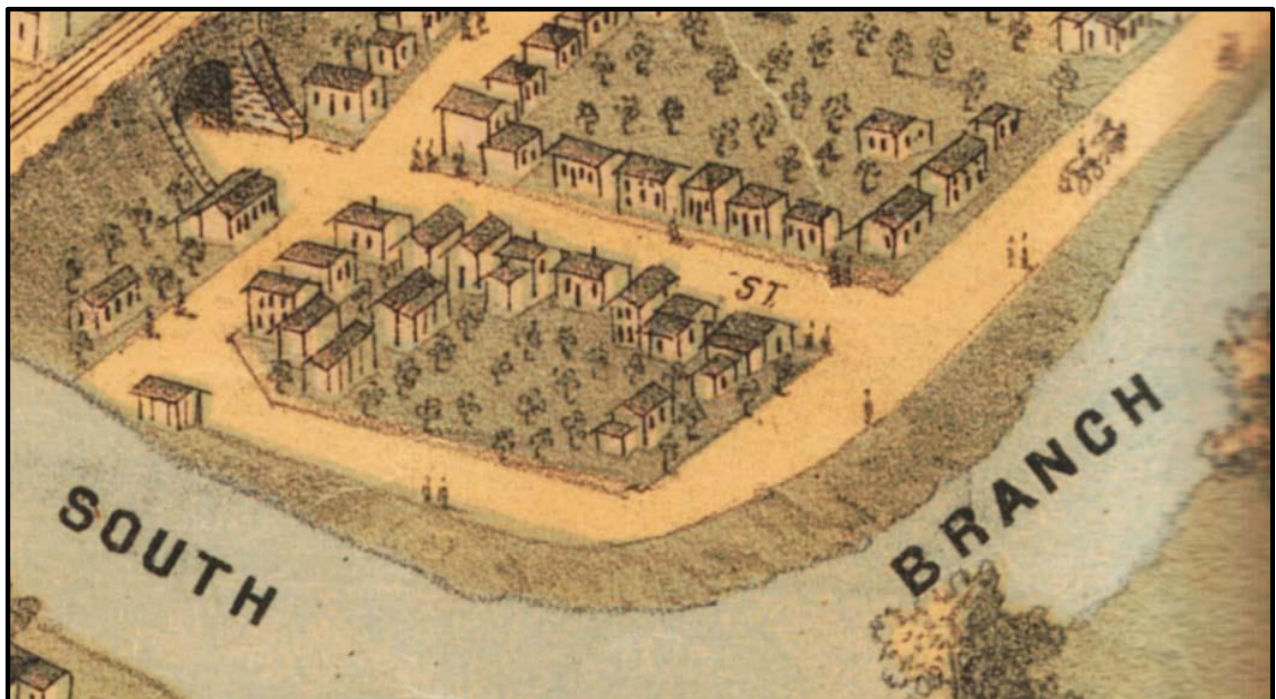


Figure 2. Historic map of London-1872, indicating the area known as “The Hollow”

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Figure 3. Contiguous properties to 269 Thames Street

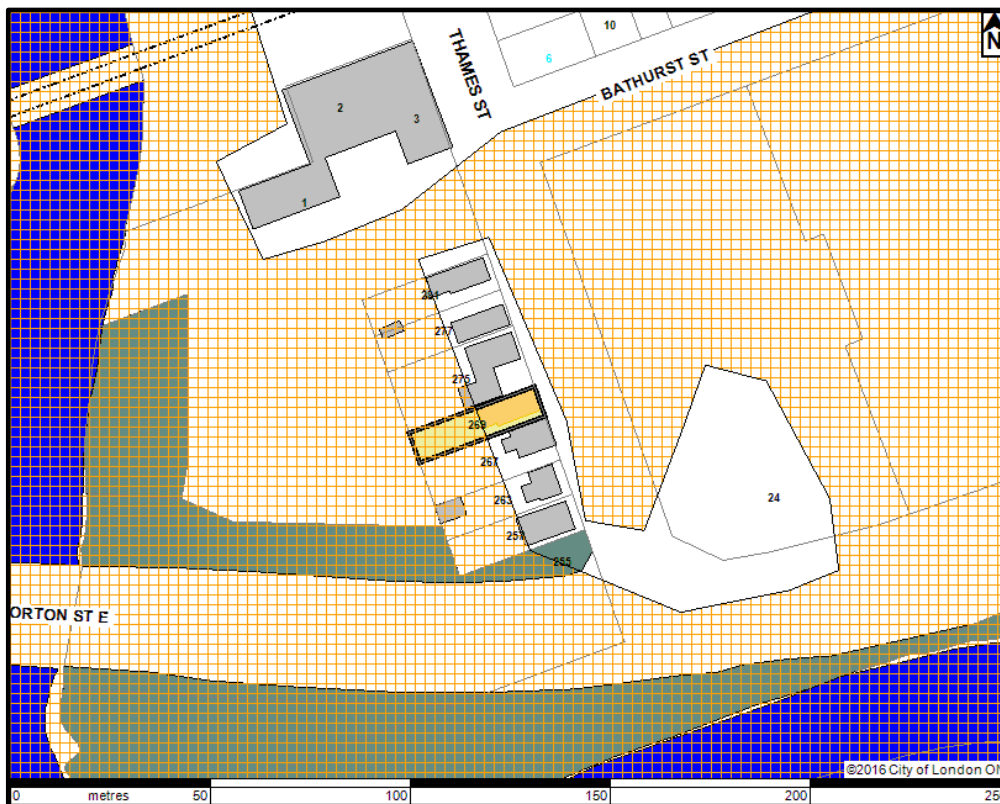


Figure 4. Plan indicating archaeological potential of area

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Figure 5. Front-corner of 269 Thames Street

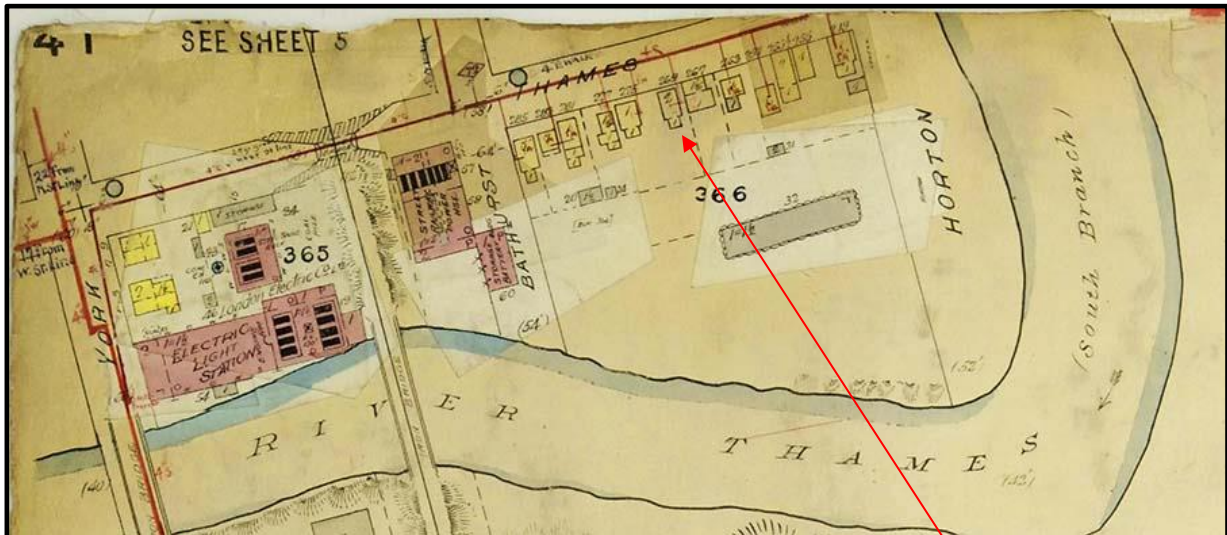
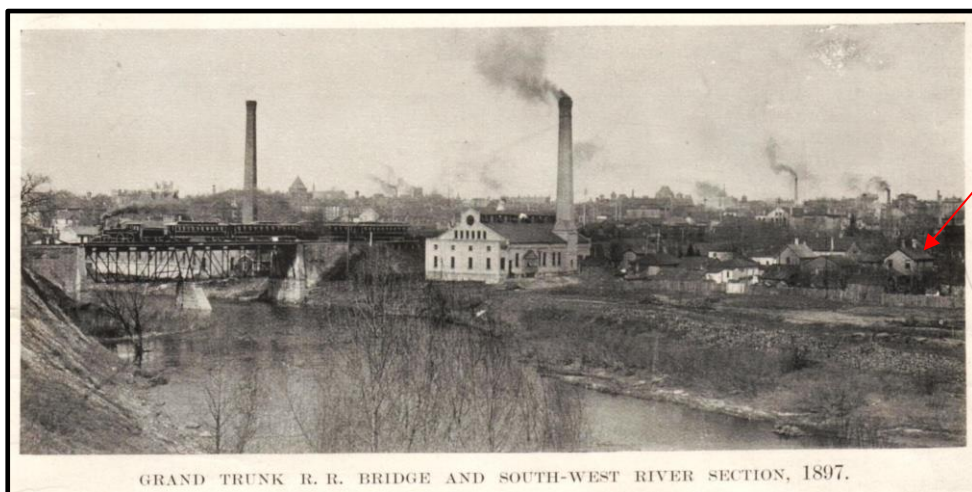


Figure 6. Fire Insurance Plan, 1907



GRAND TRUNK R. R. BRIDGE AND SOUTH-WEST RIVER SECTION, 1897.

Figure 7. View from Wortley Road, 1897

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Figure 8. Trap door to basement and crawl space



Figure 9. Construction of exterior wall and foundation



Figure 10. Exterior window surround



Figure 11. Front door with transom



Figure 12. Existing trim—interior

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Figure 13. Interior door surround resembling Fugitive Slave Chapel exterior window trim profile