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TO:	CHAIR AND MEMBERS PLANNING & ENVIRONMENT COMMITTEE MEETING ON MONDAY JANUARY 9, 2017
FROM:	JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER
SUBJECT:	ST. GEORGE – GROSVENOR HERITAGE CONSERVATION DISTRICT STUDY

RECOMMENDATION

That, on the recommendation of the Managing Director, Planning & City Planner, with the advice of the Heritage Planner, the St. George-Grosvenor Heritage Conservation District Study undertaken pursuant to Section 40(1) of the *Ontario Heritage Act* **BE RECEIVED** and the following actions **BE TAKEN**:

Recommended Great Talbot Heritage Conservation District

- a) The recommended Great Talbot Heritage Conservation District boundary, as shown on Appendix A (attached) **BE ENDORSED**;
- b) A Heritage Conservation District Plan **BE PREPARED** for the Great Talbot area;
- c) All properties listed in Appendix B1 (attached) within the Great Talbot area **BE ADDED** to the Register (*Inventory of Heritage Resources*);
- d) Civic Administration **BE DIRECTED** to report back with an evaluation of the relationship between land use planning policy direction in the *Official Plan/The London Plan* and the objectives of the recommended Great Talbot Heritage Conservation District Plan for the area bound by Talbot Street, Oxford Street East, Richmond Street, and Sydenham Street (excluding those not included within the recommended Great Talbot Heritage Conservation District);

Recommended Gibbons Park Heritage Conservation District

- e) The recommended Gibbons Park Heritage Conservation District boundary, as shown on Appendix A (attached) **BE ENDORSED**;
- f) A Heritage Conservation District Plan **BE PREPARED** for the Gibbons Park area;
- g) All properties listed in Appendix B2 (attached) within the Gibbons Park area **BE ADDED** to the Register (*Inventory of Heritage Resources*);

Individual Properties and Richmond Street (It being noted that recommendation h) through k) will be undertaken after the completion of the Shift Rapid Transit Environmental Assessment)

- h) Civic Administration **BE DIRECTED** to undertake the evaluation of properties identified in Appendix B3 (attached) in pursuit of their designation under Part IV of the *Ontario Heritage Act*;
- i) Properties identified in Appendix B4 (attached) **BE ADDED** to the Register (*Inventory of Heritage Resources*);
- j) Civic Administration **BE DIRECTED** to review properties on the east side of Richmond Street, from Oxford Street East to Huron Street, for potential cultural

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heritage value or interest;

- k) Civic Administration **BE DIRECTED** to report back on more detailed *Official Plan/The London Plan* planning policy/guideline tools that may supplement the conservation of heritage listed and heritage designated properties along the Richmond Street corridor between Oxford Street East and Huron Street;

Other Potential Heritage Conservation Districts

- l) The area north of the Study Area approximately between Huron Street, the Thames River, and Richmond Street **BE ADDED** to the prioritized list of potential Heritage Conservation Districts;
- m) The area east of the Study Area and north of Bishop Hellmuth Heritage Conservation District, approximately between Richmond Street and Wellington Street (“Old North”), **BE ADDED** to the prioritized list of potential Heritage Conservation Districts;
- n) Civic Administration **BE DIRECTED** to review the prioritized list of potential Heritage Conservation Districts and to recommend an update to *Heritage Places*, it being noted such a review may impact Heritage Conservation District deadlines established in Municipal Council’s *Strategic Plan*.

Potential Tools for Heritage Conservation

- o) Terms of Reference **BE PREPARED** for Heritage Impact Statements; and,
- p) The appropriateness of form-based zoning for the purposes of heritage conservation **BE REFERRED** for a report from Civic Administration.

PURPOSE AND EFFECT OF RECOMMENDED ACTION

The recommended actions would:

- Direct Civic Administration to proceed with the preparation of Heritage Conservation District (HCD) Plans for the two areas recommended for designation under Part V of the *Ontario Heritage Act* by the St. George-Grosvenor Heritage Conservation District Study;
- Add properties to the Register (*Inventory of Heritage Resources*) and recommend individual designation of properties under Part IV of the *Ontario Heritage Act*;
- Add two areas for future consideration as potential Heritage Conservation Districts and prompt review of *Heritage Places*; and,
- Implement other tools to support heritage conservation.

PREVIOUS REPORTS PERTINENT TO THIS MATTER

1994: Guideline Document, *Heritage Places: A Description of Potential Heritage Conservation Areas in the City of London*.

2003, August 25: Report to Planning Committee – *Potential Heritage Conservation District Priority List*.

2014, August 26: Report to Planning & Environment Committee – *Heritage Conservation District Status Report*.

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2014, September 2: Resolution from Municipal Council with respect to the prioritization of Heritage Conservation Districts.

2014, November 4: Report to Planning & Environment Committee – *Heritage Conservation District Work Plan and Prioritization*.

BACKGROUND

Heritage Conservation Districts

Heritage Conservation Districts (HCD) are an integral component of London’s cultural heritage fabric. Our seven HCDs with over 4,000 properties represent some of London’s most thriving and celebrated areas, several of which have been recognized as Great Places in Canada by the Canadian Institute of Planners. The conservation of our HCDs are an important part of retaining and leveraging our unique identity and sense of place. Our seven HCDs are:

- East Woodfield HCD (179 properties, designated May 6, 1993);
- Bishop Hellmuth HCD (199 properties, designated February 7, 2003);
- Old East HCD (963 properties, designated September 10, 2006) ;
- West Woodfield HCD (471 properties, designated March 9, 2009) ;
- Downtown HCD (369 properties, designated June 27, 2013) ;
- Blackfriars/Petersville HCD (588 properties, designated May 15, 2015) ; and,
- Wortley Village-Old South HCD (1,017 properties, designated June 1, 2015).

The City has traditionally dealt with a request for an HCD designation in a sequential process using *Heritage Places* (1994), a Guideline Document adopted in the *Official Plan* (1989, as amended). Originally a list of fourteen un-prioritized potential HCDs in London, the list has been amended, consolidated, and re-prioritized over time.

The current priority of potential HCDs is:

1. St. George-Grosvenor;
1. SoHo;
3. Talbot North;
4. Stanley-Becher-Riverforks;
5. Pond Mills; and,
6. Orchard Park-Sherwood Forest.

Proceeding with HCD Studies and Plans authorized in the *Ontario Heritage Act* is facilitated by an annual line item in the Planning Division’s capital budget for HCD implementation.

St. George-Grosvenor Area

The St. George-Grosvenor area has long been identified as a special place in London. It has been recognized as a potential HCD since the development and adoption of *Heritage Places* in 1994. Community-initiated efforts in the 1980s, 1990s, and 2000s did not result in the undertaking of an HCD Study; however, renewed community efforts in 2014 have been successful.

The St. George-Grosvenor Neighbourhood Association (SGGNA) initiated a community meeting on June 24, 2014 to discuss potential HCD designation in the area. A delegation

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was made to the London Advisory Committee on Heritage (LACH) on July 9, 2014, and on September 2, 2014, Municipal Council resolved that St. George-Grosvenor would be the next area studied as a potential HCD and directed Civic Administration to comment the HCD Study for Grosvenor-St. James [sic.] area. The St. George-Grosvenor HCD Study commenced on March 23, 2015.

Study Area

Located on the east bank of the North Branch of the Thames River, the St. George-Grosvenor Study Area is bound by Oxford Street East, Richmond Street, and Victoria Street. The Study Area includes 249 properties; 25 properties are individually designated under Part IV of the *Ontario Heritage Act* as well as an additional 71 properties included on the Register (*Inventory of Heritage Resources*).

HCD Study Team

A Study Team was retained by the City to undertake the St. George-Grosvenor HCD Study. The Study Team has evolved to be composed of the following firms:

- Golder Associates Ltd.;
- Letourneau Heritage Consulting Inc.;
- Carl Bray & Associates Ltd.;
- Stevens Burgess Architects Ltd.;
- Stantec Consulting Ltd.;
- Tausky Heritage Consultants;
- GSP Group Inc.; and,
- Locus Design.

A Steering Committee was established to help guide the St. George-Grosvenor HCD Study. The Steering Committee was consulted throughout the process.

POLICY REVIEW

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.”

Ontario Heritage Act

The *Ontario Heritage Act* enables local municipalities to designate HCDs provided the requirements of the *Ontario Heritage Act* are met and the municipality has sufficient supporting policies within its official plan. London’s *Official Plan* has sufficient policies to support the designation of an HCD within Chapter 13 (Heritage) as well as the Cultural Heritage section of *The London Plan*.

Required Contents of an HCD Study

Section 40(2) of the *Ontario Heritage Act* requires that a study for the purpose of designating one or more HCDs shall include the following:

- a) Examine the character and appearance of the area that is subject of the study,

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- including buildings, structures and other property features of the area, to determine if the area should be preserved as a heritage conservation district;
- b) Examine and make recommendations as to the geographic boundaries of the area to be designated;
 - c) Consider and make recommendations as to the objectives of the designation and the content of the heritage conservation district plan required under section 41.1;
 - d) Make recommendations as to any changes that will be required to the municipality's official plan and to any municipal by-laws, including any zoning by-laws. 2005, c. 6. S. 29.

The *Ontario Heritage Act* requires consultation with a municipal heritage committee, where established, with respect to the study (Section 40(3)). London's municipal heritage committee is the LACH.

Required Contents of an HCD Plan

Should the council of a municipality be satisfied with the findings and recommendations of an HCD Study, it may direct the preparation of an HCD Plan as required by Section 41.1(1) of the *Ontario Heritage Act*. The *Ontario Heritage Act* specifies that an HCD Plan shall include:

- a) A statement of the objectives to be achieved in designating the area as a heritage conservation district;
- b) A statement explaining the cultural heritage value or interest of the heritage conservation district;
- c) A description of the heritage attributes of the heritage conservation district and of properties in the district;
- d) Policy statements, guidelines and procedures for achieving the stated objectives and managing change in the heritage conservation district; and,
- e) A description of the alterations or classes of alterations that are minor in nature and that the owner of property in the heritage conservation district may carry out or permit to be carried out on any part of the property, other than the interior of any structure or building on the property, without obtaining a permit under Section 42.

Official Plan – policy references to Heritage Planning

The policies of Chapter 13 (Heritage) of the *Official Plan* comply with Provincial mandate regarding the conservation of cultural heritage resources, including built heritage resources, cultural heritage landscapes, and archaeological resources.

Section 13.3 (Heritage Conservation Districts) includes enabling policies for Municipal Council to designate an area as a HCD pursuant to Section 41 of the *Ontario Heritage Act*. Policies recognize the "overall character and value of an HCD is derived both from individual properties and from the combined historic and aesthetic value of the structural and natural components of the area" – the sum of the whole is greater than its parts.

Criteria for designation of an HCD are included within Section 13.3.1, and are discussed below (Evaluation).

Policies of the *Official Plan* require an Official Plan Amendment to identify the general location of an HCD and any relevant plans or policies which apply. Should Municipal Council support the recommendations of the St. George-Grosvenor HCD Study, this would be undertaken as part of the HCD Plan process.

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Official Plan – policy references applicable to St. George-Grosvenor HCD Study Area

St. George-Grosvenor Neighbourhood

Section 3.5.3 of the *Official Plan* identifies special policies for the St. George-Grosvenor neighbourhood, which is bound by Waterloo Street, Oxford Street East, the Thames River, and Victoria Street (larger than the St. George-Grosvenor HCD Study Area). The intent for this area is to remain predominantly low density, low-rise residential with specific areas identified for higher intensity.

Richmond Street Corridor

The *Richmond Corridor Study* (1994) examined cultural heritage resources along the Richmond Street corridor. It found that, while individually valuable, cultural heritage resources did not collectively meet the criteria for consideration as an HCD. Instead, an approach to recognize the cultural heritage value of individual resources are promoted.

Grosvenor Gate

The *Grosvenor Gate Neighbourhood Character Statement and Compatibility Guidelines* were adopted by Municipal Council in 2012 to help guide development at 1 and 9 Grosvenor Street, 291, 295 and 301 St. George Street, 124, 140, and 150 St. James Street (known as “Grosvenor Gate”).

The London Plan – policy references to Heritage Planning

HCDs fit into the strategic directions of *The London Plan* (2016, draft). Particularly:

- Direction #1-4: Revitalize our urban neighbourhoods and business areas;
- Direction #3-7: Protect our built and cultural heritage to promote our unique identity and develop links to arts and eco-tourism in the London region;
- Direction #5-2: Sustain, enhance , and revitalize our downtown, main streets, and urban neighbourhoods;
- Direction #7-5: Protect what we cherish by recognizing and enhancing our cultural identity, cultural heritage resources, neighbourhood character, and environmental features.

The London Plan contains sufficient policies to enable the designation of an HCD in accordance with the *Ontario Heritage Act*, as well as the identification of criteria for the evaluation of potential HCDs. Changes to policy in *The London Plan* reflect revisions to the *Provincial Policy Statement* (2014) in the conservation of cultural heritage resources as a matter of Provincial interest noting that “significant built heritage resources and significant cultural heritage landscapes shall be conserved.”

Each of London’s seven Heritage Conservation Districts are identified on Map 9 of *The London Plan*. *Heritage Places* is identified as a cultural heritage Guideline Document to *The London Plan*.

The London Plan – policy references applicable to St. George-Grosvenor HCD Study Area

St. George-Grosvenor Neighbourhood

The Primary Transit Area and the Neighbourhoods Place Type policies of *The London Plan* apply to the Study Area. St. George/Grosvenor Neighbourhood

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specific policies also apply to the Study Area, which comprise the area bound by Waterloo Street, Oxford Street East, the Thames River, and Victoria Street. While the St. George/Grosvenor Neighbourhood is predominantly a low-density, low-rise residential area, suitable areas for office conversions and intensification for medium and high-rise apartment uses have been identified through the specific policies (1018 to 1024) of *The London Plan*, which includes the High Density Residential Overlay (from *Official Plan*, 1989, as amended).

Grosvenor Gate

Lands within the area bound by St. George Street, St. James Street, the Thames River, and Grosvenor Street, known as Grosvenor Gate. The Grosvenor Gate lands are within the High Density Residential Overlay (from *Official Plan*, 1989, as amended). In accordance with Policy 958_1, residential development may be permitted up to 12 storeys in height. For large sites capable of accommodating multiple buildings, a diversity of housing forms such as mid-rise and low-rise apartments and multiple attached dwellings will be required.

These lands are subject to the *Grosvenor Gate Neighbourhood Character Statement and Compatibility Guidelines* (Policy 1024). The *Grosvenor Gate Neighbourhood Character Statement and Compatibility Guidelines* have been included as City Design Guidelines to *The London Plan*.

Richmond Street Preservation Corridor Segment

Within the Rapid Transit and Urban Corridor Place Type policies of *The London Plan*, Old North Richmond Street (Richmond Street from Oxford Street East to Huron Street) is identified as a “Preservation” corridor segment. Permitted uses, intensity, and form policies limit the potential for redevelopment along the Preservation corridor segment and supports the retention and conservation of cultural heritage resources and the character of Richmond Street while allowing for “appropriate regeneration of existing development and small-scale redevelopment only where appropriate” (Policy 849_3). Policy 849 acknowledges the gateway function of Richmond Street, mature landscapes and streetscapes that merit protection, and individual heritage designated properties. Policy 851 articulates that the Intensity Policies of the Corridor Place Type do not apply to the Richmond Street Preservation Corridor Segment.

Strategic Plan 2015-2019

Heritage conservation is identified as an integral part of “Building a Sustainable City” in the *Strategic Plan for the City of London 2015-2019*. The preparation and implementation of Heritage Conservation District Plans is identified as one of the strategies for achieving our goal to “protect and celebrate London’s heritage for current and future generations” (6B).

CONSULTATION

The *Ontario Heritage Act* only requires the council of a municipality to consult with its municipal heritage committee as part of an HCD Study process. The St. George-Grosvenor HCD Study has exceeded the minimum requirements of the *Ontario Heritage Act* through its consultation and engagement program.

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Based on past practice in London, a Steering Committee was established to help guide the St. George-Grosvenor HCD Study process. The Steering Committee was composed of members of the SGGNA, local property owners, and community members with experience from other HCDs (e.g. West Woodfield HCD). The Steering Committee was instrumental in identifying issues from the community perspective throughout the St. George-Grosvenor HCD Study process and provided valuable input.

Three community information meetings were held as part of the St. George-Grosvenor HCD Study. Community information meetings were advertised in *The Londoner* and notices were mailed to over 600 property owners within 120 metres of the Study Area for each meeting. Each of the community information meetings were held at the Vitali Student Lounge at King’s University College (266 Epworth Avenue).

Community Information Meeting 1

The purpose of the first Community Information Meeting on May 20, 2015 was to introduce the concept of a potential HCD to the community and to introduce the Study Team. Forty-three individuals signed into the meeting. An online survey was available after Community Information Meeting 1.

Community Information Meeting 2

A second Community Information Meeting was held on November 4, 2015 and was attended by 42 members of the community that signed in. Three presentations were given:

- “St. George-Grosvenor Birthplace of Institutions” by Mark Tovey;
- “Heritage Conservation Districts” by Wes Kinghorn; and,
- “St. George-Grosvenor Heritage Conservation District Study Update” by Marcus Letourneau on behalf of the Study Team.

Community Information Meeting 3

A third Community Information Meeting was held on June 28, 2016 to provide an update on the work on the St. George-Grosvenor HCD Study. Thirty-two individuals signed into the meeting. Draft recommended boundaries for the HCDs were presented, and feedback and comments were received.

Steering Committee

The Steering Committee for the St. George-Grosvenor HCD Study met throughout the process to discuss a variety of topics related to the St. George-Grosvenor HCD Study and in preparation for the above noted Community Information Meetings.

The Steering Committee met on November 15, 2016. At this meeting, the Steering Committee made a motion in support of the recommendations of the St. George-Grosvenor HCD Study in pursuing designation of the recommended Great Talbot HCD and the recommended Gibbons Park HCD.

Public Participation Meeting

In addition, a Public Participation Meeting regarding the St. George-Grosvenor HCD Study will be held on Monday January 9, 2017 with notice mailed to property owners within 120 metres of the Study Area and advertised in *The Londoner*.

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CULTURAL HERITAGE EVALUATION

An evaluation of a resource, whether an individual property or an HCD Study Area, is essential to understanding its potential cultural heritage value or interest and provides the fundamental basis of its significance as well as what may be required to conserve its heritage attributes. An evaluation of the St. George-Grosvenor HCD Study Area was completed to determine its cultural heritage significance.

This evaluation was supported by a detailed history of the St. George-Grosvenor Study Area, which encompasses a period from Indigenous presence in what is now the London-area to the near present. Please refer to Volume II of the St. George-Grosvenor HCD Study for History and Historical Context of the St. George-Grosvenor HCD Study Area.

While the *Ontario Heritage Act* establishes the process requirements to study and designate an HCD, it does not provide mandatory criteria for the evaluation of a potential HCD. This is unlike an individual property, which is evaluated using the mandated criteria of *Ontario Heritage Act* Regulation 9/06. As such, criteria have been established by Chapter 13 of the *Official Plan* to facilitate the evaluation of potential HCDs.

Official Plan Criteria

In addition to the required contents of an HCD Study in the *Ontario Heritage Act*, the Study Area was evaluated using the criteria of Section 13.3.1 of the City's *Official Plan*. These criteria are:

- “ii) The following factors will be considered by Council in the evaluation of an area for designation as a Heritage Conservation District:
 - a. The association of the area with a particular historical event or era that is unique to the community;
 - b. The presence of properties which are considered significant to the community as a result of their location or setting;
 - c. The presence of properties representing a design or method of construction which is considered to be of cultural heritage value or interest to the community, region, province, or nation;
 - d. The presence of properties which collectively represent a certain aspect of development of the City which is worthy of maintaining; and,
 - e. The presence of physical, environmental, or aesthetic elements which, individually, may not constitute sufficient grounds for the designation of a Heritage Conservation District, but which collectively are significant to the community.

The Assessment of the Study Area, found in Section 7.0 of the St. George-Grosvenor HCD Study, identified sub-areas: Gibbons Park and the Thames River Valley Sub-Area, North Sub-Area, Central Sub-Area, and South Sub-Area. The St. George-Grosvenor HCD Study found that,

The St. George-Grosvenor HCD Study Area is not a cohesive unit but the sections of the Study Area are closely connected; and, the Study Area is effectively cut in half by the Central Sub-Area. But both the North Sub-Area and South Sub-Area are closely connected to the Thames River Valley and to Gibbons Park. Based on this assessment two potential HCDs will be evaluated (pp.96-97).

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Section 8.0 of the St. George-Grosvenor HCD Study found that both the North Section of the Study Area (recommended Gibbons Park HCD) and the South Section of the Study Area (recommended Great Talbot HCD) each independently met the criteria for designation as an HCD. Appendix A of this report identifies the boundaries of each of the recommended HCDs, as well as recommendations for individual property listings and designations under the *Ontario Heritage Act*.

Recommended Great Talbot HCD

The recommended Great Talbot HCD includes the majority of the land holdings of W. Barker, T. Scatcherd, J. Dunnell, J. Strathy, and Colonel Askin. These early landowners dictated the style and form of development within the recommended Great Talbot HCD, and resulted in the patterns in the built form from the 1850s to present. The double wide right of way on Talbot Street, St. James Street, and St. George Street particularly contribute to the historic sense of place and uniqueness, as well as vistas along those road corridors. The evaluation of the recommended Great Talbot HCD met the criteria of Section 13.3.1 of the *Official Plan*.

The recommended Great Talbot HCD excludes properties fronting on Richmond Street as well as most properties on Oxford Street East (see Appendix A). College Avenue and St. James Street serve as the northern boundary of the recommended Great Talbot HCD. There are 110 properties within the recommended Great Talbot HCD (Appendix B1).

Recommended Gibbons Park HCD

The recommended Gibbons Park HCD captures most of the historic estate of H. C. R. Becher, who is a significant person in the history of London. His estate was substantially altered by the flood of 1883, part of which eventually became Gibbons Park. The slow sale of the Becher Estate influenced the form and style of development in the area surrounding Thornwood, Becher's estate house. The evaluation of the recommended Gibbons Park HCD met the criteria of Section 13.3.1 of the *Official Plan*.

The geography of the recommended Gibbons Park HCD is dominated by the escarpment, which helps to serve as its northern boundary (see Appendix A). Properties along Richmond Street are excluded. Grosvenor Street serves as the southern boundary of the recommended Gibbons Park HCD; Grosvenor Street served as the boundary between different historic estates. Gibbons Park is recommended for inclusion in its namesake Gibbons Park HCD, with the north branch of the Thames River serving as the western boundary. There are 79 properties within the recommended Gibbons Park HCD (Appendix B2).

Which HCD Plan first?

The HCD Study is one of the two major steps towards designation of an area as an HCD under Part V of the *Ontario Heritage Act*. While an HCD Study evaluates a study area to determine *if* it merits designation as an HCD, the HCD Plan provides policies and guidelines on *how* to manage change within that defined area to ensure that its cultural heritage value is conserved.

With two recommended HCDs arising from one HCD Study, community impact and available resources must be considered should Municipal Council direct the preparation of both recommended HCD Plans. Dealing with each HCD Plan discretely improves the

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ability to maintain community focus on the heritage attributes unique in each recommended HCD. Sufficient staff resources also must be available to ensure that the requirements of Section 41.1(5) of the *Ontario Heritage Act* are met, including requisite community consultation, a statutory public participation meeting, and any Ontario Municipal Board appeal which may arise following Municipal Council’s adoption and notice of intention to designate an HCD. The heritage planning work program must be able to accommodate these responsibilities in addition to administration of *Ontario Heritage Act* applications and other cultural heritage initiatives such as the Archaeological Master Plan Review Project. Therefore, the recommended HCDs should proceed sequentially: the recommended Great Talbot HCD first, in recognition of higher development pressure on cultural heritage resources, followed by recommended Gibbons Park HCD. All properties within both recommended HCDs have been recommended for inclusion on the Register (*Inventory of Heritage Resources*) to provide for the restriction on building demolition as an interim measure. This approach has implications for other potential HCDs currently identified in *Heritage Places* and on the current prioritized list of potential HCDs, and deadlines established in the current *Strategic Plan* for HCD-related work.

Exclusion of Richmond Street

The exclusion of Richmond Street from a recommended HCD was a common topic of comment throughout the St. George-Grosvenor HCD Study process. There was concern that the exclusion of Richmond Street from an HCD could result in inappropriate development or change that is out of its context. There was also interest in “bridging” across Richmond Street to create a connection between Bishop Hellmuth HCD and the recommended HCDs.

Past planning studies have identified Richmond Street as an important corridor in the City meriting special consideration. Within the *Richmond Street Corridor Study*, “the individual preservation of heritage resources along this corridor is more appropriate than preservation on a District basis” (1994, 20). While this may appear limited, it importantly recognizes that Richmond Street is different in its qualities and character than the streets around it. Therefore, the justification to exclude Richmond Street from either of the recommended HCDs is appropriate.

Richmond Street is worthy of recognition of its cultural heritage value. As an outcome of the St. George-Grosvenor HCD Study, it is recommended that individual property designations along the Richmond Street corridor be pursued (Appendix B3-B4), and efforts be made to consider Richmond Street as a corridor supported by urban design guidelines. Other planning tools enabled by the *Official Plan/The London Plan*, such as a secondary plan, should be considered to ensure a policy framework that supports the conservation of cultural heritage resources along the Richmond Street corridor between Oxford Street East and Huron Street.

Richmond Street is a key corridor in the rapid transit network. The Shift Rapid Transit Environmental Assessment is currently being finalized. An evaluation of alternative cross sections is being completed and assessed to determine the ultimate design of the rapid transit corridor. The alternatives have the potential to impact abutting properties and landscapes within the City owned right of way. As such, it is recommended to defer any actions along the Richmond corridor until the completion of the Shift Rapid Transit Environmental Assessment process.

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Grosvenor Gate Properties

The Grosvenor Gate properties, located at 1 and 9 Grosvenor Street, 291-301 St. George Street, and 124-150 St. James Street (Rough Park), are an area of community concern regarding incompatible development in an area of significant cultural heritage value. Previous planning efforts have culminated in the *Grosvenor Gate Neighbourhood Character and Compatibility Guidelines*. These *Guidelines* have articulated a framework to achieve a development envelop that balances infill and intensification with neighbourhood character. Considerations include site design, building design, and landscape design which are intended to maintain the architectural character of the area and integrated new development into existing streetscapes and neighbourhood.

There are several considerations prompting the exclusion of these properties from a recommended HCD:

- These properties were a different historic estate (Ridout Estate) than the recommended Great Talbot HCD (Colonel Askin Estate) and the recommended Gibbons Park HCD (Becher Estate) resulting in a different pattern and period of development;
- Institutional use of property, as former Huron College, resulted in a different development pattern, form, and period of development;
- Evaluation in St. George-Grosvenor HCD Study did not find properties sufficiently consistent to merit inclusion in either recommended HCD;
- Design guidelines that could be achieved by inclusion within an HCD are comparable to the *Grosvenor Gate Neighbourhood Character and Compatibility Guidelines*; and,
- Should adjacent property be designated as an HCD, a Heritage Impact Statement will be required as part of a complete application to ensure that no heritage attributes suffer adverse impact as a result of the proposed development.

The St. George-Grosvenor HCD Study has recommended that the Grosvenor Gate properties be designated under Part IV of the Ontario Heritage Act to solely recognize their historical or associative value. The individual property designation for the Grosvenor Gate properties would effectively be a commemorative designation with little ability to influence or direct built form considerations. As such, it would be a low priority for Civic Administration. Through the development process, however, the property owner would be encouraged to recognize and celebrate the historical or associative value of the property through creative interpretive features, plaques, and public art. Staff are not recommending that these lands be designated under the *Ontario Heritage Act* at this time.

Other Potential Heritage Conservation Districts

Examination of the character and appearance of a Study Area, as well as making recommendations to its geographic boundaries, are important tasks of an HCD Study. Through the course of the St. George-Grosvenor HCD Study and its community consultation program, areas adjacent to the Study Area were flagged for potential inclusion within an HCD. While the evaluation of the cultural heritage value or interest of the Study Area found that two smaller areas met the criteria for designation as an HCD, areas outside of the original Study Area may merit consideration as future potential HCDs.

Two areas were identified as potential future HCDs. These areas are sufficiently different from the recommended Great Talbot HCD and recommended Gibbons Park HCD to not

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justify inclusion within either areas; however, may individually meet the criteria for designation as an HCD. These two areas of future HCD consideration are:

- The area north of the Study Area approximately between Huron Street, the Thames River, and Richmond Street; and,
- The area east of the Study area and north of Bishop Hellmuth HCD, approximately between Richmond Street and Wellington Street (“Old North”).

Further refinement and definition of the Study Area for these potential HCDs is required.

With the successful designation of many of the potential HCDs identified in *Heritage Places*, Civic Administration should be directed to review the prioritized list of potential HCDs and recommend an update to *Heritage Places*.

CONCLUSION

St. George-Grosvenor has long been identified as a special area in London. The St. George-Grosvenor HCD Study confirms this belief and recommends the designation of two HCDs under Part V of the *Ontario Heritage Act*: recommended Great Talbot HCD and recommended Gibbons Park HCD. The St. George-Grosvenor HCD Study has met, if not exceeded, the requirements of the *Ontario Heritage Act* for this kind of study and satisfied the evaluation criteria for HCDs within the *Official Plan* for each of the recommended HCDs.

The development of HCD Plans for each of the recommended HCDs will provide the opportunity to further refine the Statement of Cultural Heritage Value or Interest with the community for each of the HCDs, as well as to establish policies and guidelines to help manage change within these significant areas. Civic Administration should be directed to proceed with the development of HCD Plans for the recommended Great Talbot area and the recommended Gibbons Park area compliant with the requirements of the *Ontario Heritage Act*. This approach has implications for other potential HCDs currently identified in *Heritage Places* and on the current prioritized list of potential HCDs, and deadlines established in the current *Strategic Plan* for HCD-related work.

As an interim measure, all properties within the recommended HCDs should be added to the Register (*Inventory of Heritage Resources*) to provide for the restriction on building demolition cited in Section 27 of the *Ontario Heritage Act* while these HCD Plans are developed.

Additionally, Richmond Street should be recognized in its own right as an important corridor. Individual property of significant cultural heritage value or interest should be designated under Part IV of the *Ontario Heritage Act*. To manage change while encouraging context-sensitive infill and intensification, additional planning tools enabled by the *Official Plan/The London Plan* should be considered. Given that the Shift Rapid Transit Environmental Assessment is currently underway which has the potential to change the corridor, it is recommended to defer recommended actions pertaining to individual properties and Richmond Street corridor until the completion of the Shift Rapid Transit Environmental Assessment.

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2016-12-15

Attach:

- Appendix A: Maps with recommendations from St. George-Grosvenor HCD Study.
- Appendix B:
 - Appendix B1: Properties located within the Recommended Great Talbot HCD;
 - Appendix B2: Properties located within the Recommended Gibbons Park HCD;
 - Appendix B3: Properties recommended for designation under Part IV of the *Ontario Heritage Act*;
 - Appendix B4: Properties recommended for addition to the Register (*Inventory of Heritage Resources*);
- Appendix C: St. George-Grosvenor Heritage Conservation District Study
 - Volume I: Heritage Conservation District Study
 - Volume II: Appendix A: History and Historical Context of the St. George-Grosvenor Study Area
 - Volume III: Appendix B: Legislative and Policy Framework; Appendix C: Heritage Conservation Tools; Appendix D: Public Meeting Questions and Comments;
 - Appendix E: St. George-Grosvenor HCD Study Community Survey
 - Volume IV: Inventory of Cultural Heritage Resources

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----. Report to Planning & Environment Committee. *Blackfriars/Petersville Heritage Conservation District Background Study*. December 10, 2013.

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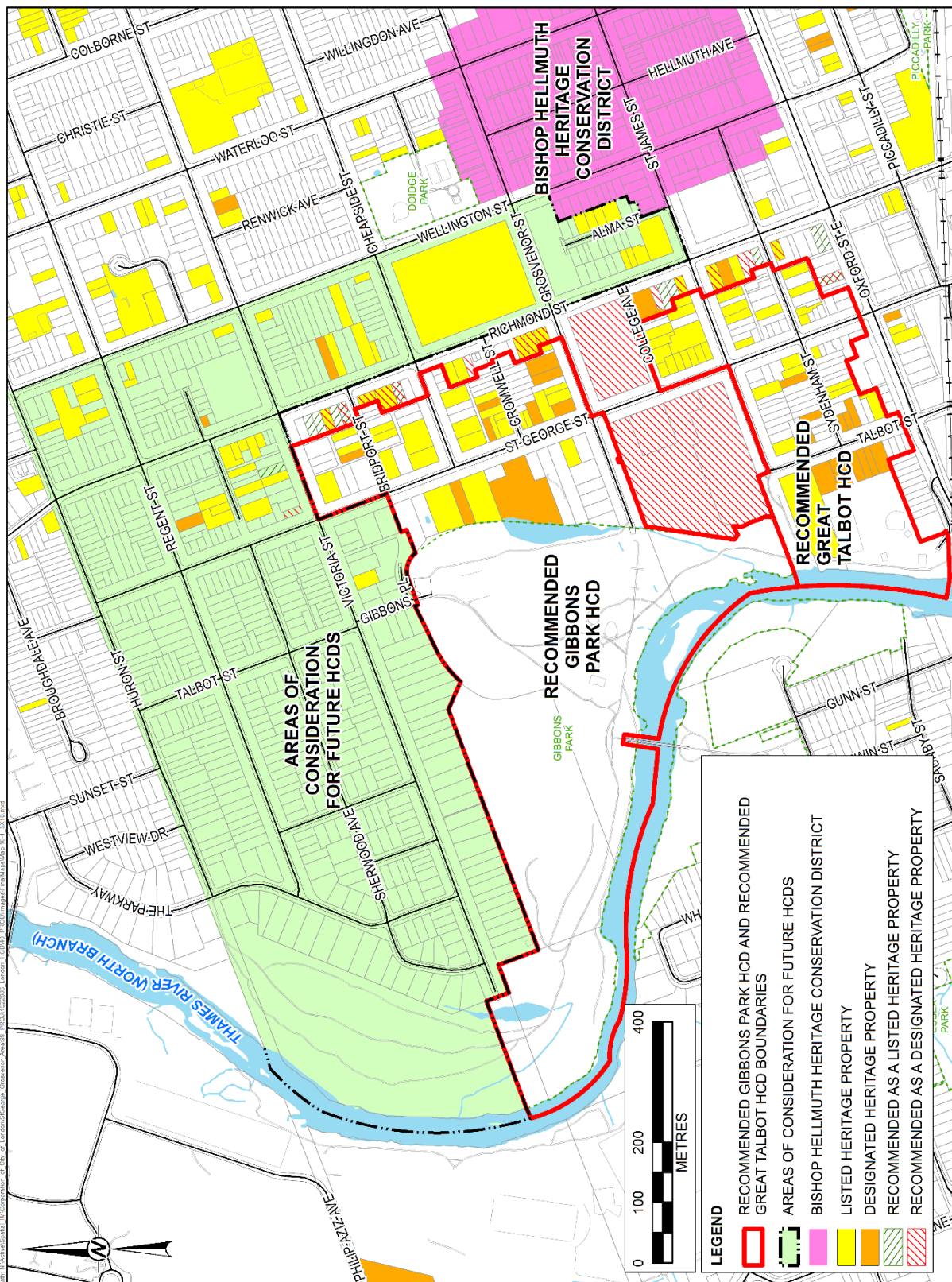
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Appendix A: Map with Recommendations from St. George-Grosvenor HCD Study



Note: Staff are not recommending the designation of Grosvenor Gate (1 and 9 Grosvenor Street, 291-301 St. George Street, and 124-150 St. James Street) or Mount Hope Centre for Long Term Care (21 Grosvenor Street/200 College Avenue) pursuant to Part IV of the *Ontario Heritage Act* at this time.

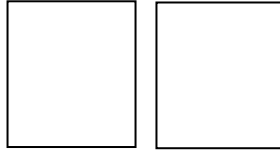
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Appendix B:

Appendix B1: Properties located within the Recommended Great Talbot Heritage Conservation District

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|----------------------------|---------------------------|
| 189 College Avenue; | 114 Sydenham Street; |
| 193 College Avenue; | 118 Sydenham Street; |
| 195 College Avenue; | 122 Sydenham Street; |
| 197 College Avenue; | 125 Sydenham Street; |
| 199 College Avenue; | 126 Sydenham Street; |
| 2 Oxford Street East; | 129 Sydenham Street; |
| 160 Oxford Street East; | 130 Sydenham Street; |
| 176 Oxford Street East; | 131 Sydenham Street; |
| 184 Oxford Street East; | 133 Sydenham Street; |
| 165 St. George Street; | 134 Sydenham Street; |
| 171 St. George Street; | 136 Sydenham Street; |
| 175 St. George Street; | 137 Sydenham Street; |
| 176 St. George Street; | 140 Sydenham Street; |
| 177 St. George Street; | 141 Sydenham Street; |
| 178 St. George Street; | 143 Sydenham Street; |
| 180 St. George Street; | 144 Sydenham Street; |
| 181 St. George Street; | 148 Sydenham Street; |
| 182 St. George Street; | 149 Sydenham Street; |
| 216 St. George Street; | 153-153/ Sydenham Street; |
| 218 St. George Street; | 154 Sydenham Street; |
| 219 St. George Street; | 160 Sydenham Street; |
| 220 St. George Street; | 181 Sydenham Street; |
| 221-223 St. George Street; | 182 Sydenham Street; |
| 222 St. George Street; | 183 Sydenham Street; |
| 226 St. George Street | 187 Sydenham Street; |
| 230 St. George Street; | 188 Sydenham Street; |
| 232 St. George Street; | 191 Sydenham Street; |
| 234 St. George Street; | 193 Sydenham Street; |
| 236 St. George Street; | 194 Sydenham Street; |
| 236 St. George Street; | 198 Sydenham Street; |
| 238 St. George Street; | 202 Sydenham Street; |
| 240 St. George Street; | 204 Sydenham Street; |
| 242 St. George Street; | 205-207 Sydenham Street; |
| 123 St. James Street; | 206 Sydenham Street; |
| 125 St. James Street; | 801 Talbot Street; |
| 127 St. James Street; | 802 Talbot Street; |
| 129 St. James Street; | 803 Talbot Street; |
| 133 St. James Street; | 804 Talbot Street; |
| 137 St. James Street; | 805 Talbot Street; |
| 139 St. James Street; | 806 Talbot Street; |
| 149 St. James Street; | 807 Talbot Street; |
| 153 St. James Street; | 808 Talbot Street; |
| 159 St. James Street; | 811 Talbot Street; |
| 177 St. James Street; | 810 Talbot Street; |
| 179 St. James Street; | 812 Talbot Street; |
| 181 St. James Street; | 813 Talbot Street; |



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185 St. James Street;
189 St. James Street;
191 St. James Street;
195 St. James Street;
199 St. James Street;
200 St. James Street;
202 St. James Street;
204 St. James Street;
206 St. James Street;

815 Talbot Street;
816 Talbot Street;
817 Talbot Street;
818 Talbot Street;
820 Talbot Street;
825 Talbot Street;
830 Talbot Street;
831 Talbot Street; and,
837 Talbot Street.

Appendix B2: Properties located within the Recommended Gibbons Park Heritage Conservation District

190 Bridport Street;
191 Bridport Street;
192 Bridport Street;
193 Bridport Street;
194 Bridport Street;
195 Bridport Street;
196 Bridport Street;
197 Bridport Street;
199 Bridport Street;
201 Bridport Street;
100 Cheapside Street;
101 Cheapside Street;
180 Cheapside Street;
191 Cheapside Street;
192 Cheapside Street;
193 Cheapside Street;
194-196 Cheapside Street;
195 Cheapside Street;
199 Cheapside Street;
201 Cheapside Street;
203 Cheapside Street;
205 Cheapside Street;
181 Cromwell Street;
182 Cromwell Street;
185 Cromwell Street;
186 Cromwell Street;
187 Cromwell Street;
189 Cromwell Street;
190 Cromwell Street;
191 Cromwell Street;
193 Cromwell Street;
194 Cromwell Street;
195 Cromwell Street;
196 Cromwell Street;
197 Cromwell Street;
198 Cromwell Street;
200 Cromwell Street;
202 Cromwell Street;

4 Grosvenor Street;
8 Grosvenor Street;
10 Grosvenor Street;
14 Grosvenor Street;
20 Grosvenor Street;
24 Grosvenor Street;
26 Grosvenor Street;
28 Grosvenor Street;
32 Grosvenor Street;
36 Grosvenor Street;
38 Grosvenor Street;
315 St. George Street;
319 St. George Street;
320 St. George Street;
321 St. George Street;
322 St. George Street;
323 St. George Street;
324 St. George Street;
325 St. George Street;
326 St. George Street;
328 St. George Street;
329 St. George Street;
330 St. George Street;
332 St. George Street;
335 St. George Street;
369 St. George Street;
375 St. George Street;
381 St. George Street;
383 St. George Street;
387 St. George Street;
424 St. George Street;
428 St. George Street;
430 St. George Street;
434 St. George Street;
436 St. George Street;
438 St. George Street;
195 Victoria Street;
199 Victoria Street; and,

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2A-2B Grosvenor Street;
2 Grosvenor Street;

205 Victoria Street.
4 Grosvenor Street;

Appendix B3: Properties recommended for designation under Part IV of the *Ontario Heritage Act*

190-192 Oxford Street East;
783 Richmond Street;
789 Richmond Street;
791 Richmond Street;
813 Richmond Street;
825 Richmond Street;
831 Richmond Street;
887 Richmond Street;
895 Richmond Street;
909 Richmond Street;
927 Richmond Street;
931 Richmond Street;
1029 Richmond Street;
1031 Richmond Street; and,
188 Victoria Street.

Appendix B4: Properties recommended for addition on the Register (*Inventory of Heritage Resources*)

190-192 Oxford Street East;
753 Richmond Street;
757 Richmond Street;
783 Richmond Street;
787 Richmond Street;
789 Richmond Street;
791 Richmond Street;
813 Richmond Street;
825 Richmond Street;
827 Richmond Street;
829 Richmond Street;
831 Richmond Street;
887 Richmond Street;
895 Richmond Street;
909 Richmond Street;
927 Richmond Street;
931 Richmond Street;
1029 Richmond Street;
1031 Richmond Street;
1037 Richmond Street;
188 Victoria Street; and,
200 Victoria Street.

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Appendix C: St. George-Grosvenor Heritage Conservation District Study

Available at: <http://www.london.ca/About-London/heritage/Pages/StGeorge-Grosvenor.aspx>.

Volume I: Heritage Conservation District Study

Volume II: Appendix A: History and Historical Context of the St. George-Grosvenor Study Area

Volume III: Appendix B: Legislative and Policy Framework; Appendix C: Heritage Conservation Tools; Appendix D: Public Meeting Questions and Comments; Appendix E: St. George-Grosvenor HCD Study Community Survey

Volume IV: Inventory of Cultural Heritage Resources