

Pol Associates Inc.

# 467-469 Dufferin Avenue London

Heritage Impact Assessment



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**CITY OF LONDON  
PLANNING SERVICES**

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## Contents

1.0	Introduction .....	3
2.0	Conclusion .....	3
3.0	Heritage Impact Assessment Recommendations.....	4
4.0	Existing Development Description.....	5
4.1	Subject Lands .....	5
4.2	Adjacent Buildings .....	6
4.3	Cultural Heritage Values .....	6
4.0	Proposed Development .....	7
5.0	East Woodfield Heritage Conservation District .....	9
6.0	HCD Goals and Objectives .....	10
7.0	Provincial Policy Statement 2014 .....	14
8.0	Potential Negative Impacts.....	14
10.	Bibliography.....	16

## **1.0 Introduction**

Pol Associates Inc. is retained by Marigold Homes Inc. to prepare and submit a heritage impact assessment in support of an Official Plan and Zoning By-law amendment application at 467-469 Dufferin Avenue to construct a 12 unit micro suite apartment building. This Heritage Impact Assessment is submitted in fulfillment of the requirements set out in the East Woodfield Heritage Conservation District (EWHCD) and the pre-consultation held with the City of London Planning staff. This Heritage Impact Assessment includes a description of the proposal; consideration of the cultural heritage values; goals, objectives and principles; potential negative impacts of development; and the Provincial Policy Statement.

## **2.0 Conclusion**

The proposed construction of a 12 unit micro suite building is consistent with the overall goals and objectives of the East Woodfield Heritage Conservation District. The building form, location, height, façade and absence of parking is more in keeping with the heritage character and form of the surrounding heritage district than the existing derelict building. The new development will complement the surrounding buildings and is a good fit to conserving the EWHCD.

The existing building does not have the structural integrity that warrants rehabilitation to heritage standards. This conclusion is based on the engineering study completed in December 2015. Furthermore, the site has been marked by the City of London Fire Department to prohibit entrance to the building by fire fighters in the case of a fire and to protect abutting property. The recommendation to allow the removal and relocation of the existing building to an appropriate heritage location is an acceptable mitigation response to demolition.

The applicant has completed the redevelopment of the land with new construction at 505 Colborne Street located in the West Woodfield Heritage Conservation District. This building complements the form and character of the HCD. This site is noted in the HCD background and supporting report, as an example of an appropriate new construction in the Heritage District. The same owner is proposing a building form on this site at 467-469 Dufferin Avenue with the same intended effect. Based on the above conclusions, the removal of the derelict building and replacement with a complementary building is the preferred approach to heritage conservation at this location.

### **3.0 Heritage Impact Assessment Recommendations**

Based on the research, evaluation and review of the East Woodfield Heritage Conservation District the following recommendations are provided to ensure the conservation and enhancement of the HCD.

1. That the proposed new building incorporate the size, form, fenestration, door openings, roofline and exterior building materials as shown in the submissions, which complement and are sensitive to the heritage character of the two abutting buildings.
2. That the new building be located not more than 1.2m south of the existing property line to reinforce the established building line along Dufferin Avenue. The proposed building height of 10.3 m is consistent with the north and south sides of Dufferin Avenue. The proposed roof line and gables are complementary to the abutting and adjacent properties. The proposed building roof pitch is complementary to the abutting properties. The proposed building has asphalt shingles consistent with the HCD guidelines. Any required mechanical equipment for the building will be located behind the front façade of the roof.
3. The street façade doors and windows have similar proportions to abutting and surrounding buildings on Dufferin Avenue. No shutters are seen on abutting buildings and no shutters are proposed on the subject site.
4. The proposed yellow\gold colour of the clapboard siding is consistent with the colour of the abutting buildings and the texture is consistent with the cladding at 463-465 Dufferin Avenue.
5. Any exterior landscaping in the rear of the building shall be complementary to the surrounding plant materials.
6. That the existing building be offered to the City of London for relocation to a place where the heritage character of the building complements the age of the building at the City's risk and expense.

## 4.0 Existing Development Description

### 4.1 Subject Lands

The site is located near the southwest boundary of the East Woodfield Heritage Conservation District. The building at 467-469 is listed as a priority 2 on the City of London Heritage Building Inventory 2005, built c.1874 and having a vernacular architectural style. The subject property and abutting buildings to the east and west are shown below in Photo #1. Vernacular buildings exhibit local design characteristics and use easily available building materials. These buildings may be influenced by, but not defined by, a particular style.

The property is not designated individually through a Part IV Ontario Heritage Act. The existing derelict building is one storey in height with a roof having gabled ends. The building has two independent dwelling units in a semi-detached form. Entrance doors are located near the east and west sides of the building and each unit has two single windows towards the common wall of the building. There is no significant vegetation or landscaping on the site. There is no vehicular access to the rear of the property due to the reduced side yard setbacks which prohibit vehicular access. It appears the site had front yard parking between the sidewalk and the front of the building with one space for each of the dwellings. This is shown by an asphalted area and the curb cut from the street.



Photo #1: Dufferin Avenue south side #473-471

#467-469

#465-463



## 4.2 Adjacent Buildings

The adjacent dwelling to the west at 463-465 Dufferin Avenue is a priority 2 building built in 1874 in a Vernacular architectural style. It is a two and one-half storey semi-detached building with front yard parking for four (4) vehicles. The adjacent building to the east at 471-473 Dufferin was built in 1881 is a priority 3 building and has an Eclectic architectural style. This building has been converted to apartments with five (5) units. (See photo #1)

## 4.3 Cultural Heritage Values

The following table is a selected listing of residents at the two addresses 467-469 Dufferin Avenue, sourced from the Vernon's Directory and the insurance maps of the City of London for the subject site. This list of residents is compared to the listing of names in the East Woodfield HCD to determine if any of the names are the same indicating associative heritage value. None of the names from the Vernon's Directory are the same as those listed in the HCD and therefore there is no associative heritage significance attributed to the subject site.

Table 1: Residents listed in the Vernon's Directory 467-469 Dufferin Avenue at various years

Address on Dufferin Ave.	Tenants	Vernon's Directory
467	N. Grover	1909-10
469	Mrs. A Ford	1909-10
467	Mrs. M.M. Logan	1915
469	Hy Burtenshaw	1915
467	Mrs. M.M. Logan	1916
469	Wm Dolby	1916
467	Mrs. Mabel Thomas	1922
469	Mrs. L. Dolby	1922
467	No Return	1997
469	No Return	1997

The following list of resources were reviewed to determine if there was any specific reference to the buildings at 467 -469 Dufferin Avenue to suggest associative heritage value or architectural building significance. There were no specific references to the subject building regarding persons or architectural significance in any of the documents. This review indicates there is no identified architectural significance to the building.

A short description of the residential\commercial mixed use building located on the north side of Dufferin Avenue at 464 and 466, referenced as Fitzgerald's corners was found in one of the references. It presented an account of the various commercial enterprises located in the building including a grocery. The grocery\variety store use has continued on this site for many years since its construction. The building is now vacant and in the process of being renovated by a new owner.

- City of London, East Woodfield Heritage Conservation District Study Part I: Statement of Intent and Part II Conservation, Design and Landscaping Guidelines July 1992

- City of London, East Woodfield Heritage Conservation District Study Part III: Planning and Implementation and Part IV: Case Studies July 1992
- City of London West Woodfield Heritage District Plan, August 2008
- Tausky, Nancy, London from Site to City Broadview Press Ltd. 1993, Peterborough Ontario
- Woodfield Community Association, Residential to the Core Segue Communication Inc. 2007 London Ontario.

Based on the above review there are no associative nor architectural heritage significance attributed to the site. The heritage significance is attributed to the surrounding assembly of buildings. Therefore an opportunity to construct a new building which complements the abutting and adjacent uses is an acceptable mitigative approach to conserve the form and character of the EWHCD.

#### 4.0 Proposed Development

The proposed development for 467 – 469 Dufferin Avenue East is to remove the existing derelict single storey vacant semi-detached dwelling. It will be replaced with a three storey 12 unit micro-suite apartment building and no vehicular parking. The front yard and both side yard setbacks will be 1.2 m and the building will move forward from the existing location to reinforce the existing streetscape consistent with adjacent buildings and setbacks found on the opposite side of Dufferin Avenue. The side yard setbacks will be a minimum 1.2 m. The height of the proposed building is 10.3 m consistent with the abutting property to the east and approximately 3.0 m higher than the building to the west.

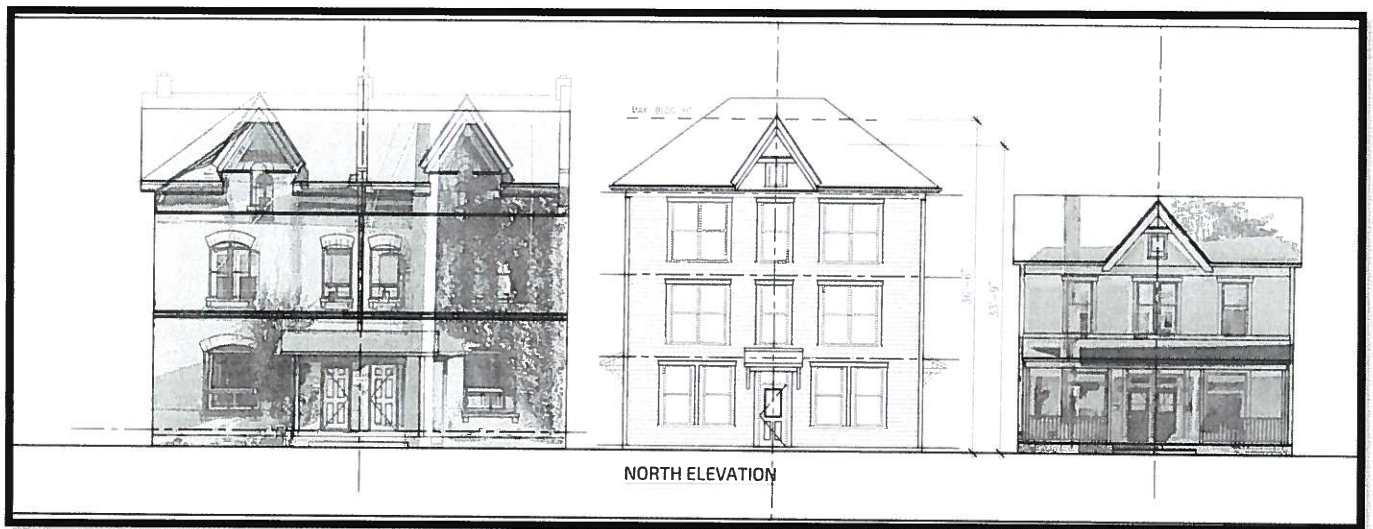


Figure 1 Elevation: Existing #473\471

Proposed #469\467

Existing #465\463

There are no topographic or physical constraints to build the proposed micro-suite building. The lot has full municipal sanitary sewers, municipal water and direct access to an assumed municipal road. No vehicular access is needed to the rear of the property for vehicular parking and side yard setbacks provide access to the bike storage facility to the rear of the building. There are no constraints to development of the lot.





Figure 2: Proposed site plan and building location



Photo #2: Dufferin Avenue NS#458\460

#462

#464\466

In December 2015 the owners received a Condition Assessment Report for 467 Dufferin Avenue prepared by the engineering firm of Strik Baldinelli Moniz Ltd. The report concluded:

- The structure is in poor condition and is no longer safe for occupancy and access to the building should be restricted.
- Due to the extensive level of deterioration the cost to reinforce and upgrade the building to current building standards would far exceed the value of the finished product;
- SBM recommends the building be demolished and replaced with a new structure that would meet today's building code provisions and energy-efficiency guidelines.

Subsequently all municipal, electrical and water services have been disconnected from the building. The building was marked in January 2017 by the City of London Fire Department. The demarcation means that fire fighters must not to enter in an emergency because of the unsafe building conditions. Based on this report and the actions by the Fire Department it is appropriate to remove the derelict building in the interest of public safety.

## **5.0 East Woodfield Heritage Conservation District**

The East Woodfield Heritage Conservation District (EWHCD) Study was completed in July 1992. The HCD is generally located to the east of Maitland Street. EWHCD was designated in 1994, under Part V of the *Ontario Heritage Act*, as London's first Heritage Conservation District. It comprises approximately 170 properties. It includes a surprisingly diverse, rich array of architectural styles. These include examples of Gothic Revival, Italianate, High Victorian Gothic, Second Empire, and Queen Anne style buildings. Many of these properties were intended for use by London's elite in the late nineteenth century but middle and working class housing filled in many of the spaces between the mansions and are especially common towards the north and the east of the Heritage Conservation District.

Specifically the district Plan identifies the following built heritage that distinguishes Woodfield:

- Historical association with a formative aspect of London's growth and development, notably the transformation of large rural estates to distinct residential suburban areas away from the early urban core.
- Historical associations with early nineteenth century settlers such as the Cronyn Family and late nineteenth century residents who played a role in the social, economic and political life of the community.
- Considerable range and diversity in its architectural heritage of frame and brick residential development including the following styles and building practice: Vernacular (subject site), Gothic Revival, Italianate, High Victorian Gothic, Second Empire, Queen Anne, Prairie/Craftsman, Four Square, Tudor Revival and International.
- A mature residential landscape comprising a diverse, well maintained, scenic setting of tree lined and boulevarded sidewalks and treed canopies.

The subject site is located near the southwest limit of the Heritage District abutting the West Woodfield Heritage Conservation District.

## 6.0 HCD Goals and Objectives

The following section selects excerpts from the Heritage Conservation District Intent, Goals and Policies and evaluates them against the proposed heritage sensitive micro-suite building. The City of London Official Plan policy 13.3.5 states that Council shall be guided by the policies of the Official Plan and more specifically the Heritage Conservation District Plan. The London Plan adopted in December 2016, Heritage Conservation Districts, Policy 599, allows Council to require the salvage of materials exhibiting cultural heritage value. Excerpts from the HCD Plan and Guidelines are shown in *italics* and the response in this application through the heritage sensitive design is shown in standard script.

Part I: 2.0 Statement of Intent (applicable excerpts)

2.3 Heritage Character: Council recognizes that:

- *This unique residential heritage character is to be conserved and protected in the process of future change.*
- The development of a residential building with similar form, openings and character complements the architectural style of surrounding buildings thereby helping to conserve the unique residential heritage character.

2.4 Municipal Authority: Council recognizes that:

- *District designation under Part V of the Ontario Heritage Act does not seek preservation or restoration of a community to a former past state, but simply establishes a mechanism for the municipal review and determination of permit applications for changes to and within the built environment of a designated district.*
- *It cannot compel, nor does it seek to compel, the restoration of all heritage properties within the district.*
- The Official Plan and Zoning By-law amendment process as well as the site plan approval process provides the opportunity for Council, staff and the surrounding community to review the proposed building in context of the surrounding heritage character.

2.5 Custodial Responsibility: Council recognizes that:

- *Owners of heritage property are to be considered the prime custodians of East Woodfield's Heritage;*
- The owner has provided independent evidence that the building is unsafe based on the Engineer's report. The owner is demonstrating custodial responsibility by proposing a building which complements the heritage character of the area.



## 2.6 Management of Change: Council recognizes that:

- *Change in East Woodfield’s built heritage is to be expected in the future, yet it must be carefully managed in a manner that does not adversely affect this special environment;*
- *Any proposed change within the district shall be considered:*
  - *Within a number of Council approved conservation, design, landscaping and planning guidelines; and*
  - *With consideration of the individual merits of the proposed change.*
- The proposed building is in keeping with the approved HCD building design guidelines and merits consideration of a design complementary to the surrounding environment.

## 2.9 Determination of Permit Applications:

- *All residents and property owners within the East Woodfield Heritage Conservation District shall be afforded fair and equitable consideration in the determination of permit applications for alterations within the District.*
- Through the land use planning applications, the owner and residents will be afforded the opportunity to evaluate how the proposed redevelopment fulfills the guidelines of the HCD>

## Part II: Conservation, Design and Landscape Guidelines (applicable excerpts)

*2.1 Conservation District Goals: To maintain the residential character of East Woodfield Heritage Conservation District.*

*To protect and enhance existing heritage residential buildings.*

- The owner had determined based on the Engineer’s Report that the building is not safe for habitation. The Fire Department has designated it unsafe to enter during a fire occurrence. Rehabilitation of the building is not feasible for future residential accommodation and therefore has decided to build a new building with characteristics which maintain the heritage\residential character of the HCD.

*2.2.1 Objectives Heritage buildings: to encourage continuing maintenance and repair of individual heritage buildings by property owners.*

- It is not feasible to maintain the building at 467– 469 Dufferin Avenue and therefore new building is the best option to conserve and maintain the character of the area.

*2.2.2 Objectives: Landscape: to encourage the maintenance and protection of the urban landscape character of East Woodfield as well as minimizing the adverse effects of public undertakings.*

- There is limited landscape character between the building face and the sidewalk. Any front yard landscaping would likely be seasonal because of the limited area available. Rear yard landscaping will provide outdoor amenity space for the building tenants.

#### 2.2.4 Objectives: Land use:

- *To encourage the maintenance of a stable low density residential environment within the district.*
- *To prevent the establishment of those land uses which would be out of keeping with or have detrimental effects upon the residential and open space character of the district.*
- *The requested land use is residential where the intensity is limited by the number of bedrooms permitted and prohibition of on-site vehicular parking. The residential land use is in keeping with the general character of the area where larger buildings have been converted to multiple units; some buildings are purpose designed apartments; and some multiple dwelling units have been converted back to single unit dwellings. The micro-suite concept is a new form of housing in a complementary building form which allows residents displaced by undoubling of some dwellings to remain resident in the neighbourhood.*

#### 2.2.5 Objectives: New Development

- *To discourage the demolition of existing heritage buildings and their replacement by new development;*
- *To permit new development only where it respects or otherwise complements the prevailing character of existing heritage buildings and structures within the East Woodfield District.*
- *The existing building is derelict and the proposed new building complements the prevailing character of the abutting and adjacent heritage buildings.*

#### 4.0 Guidelines for alteration, additions and new construction

*“The following guidelines for new construction are intended for use as a framework for providing minimum standards of appropriateness. They are not intended to be a detailed prescription for each new building. This will enable property owners and/or their architects to design creatively within a general context for future built form.”*

##### 4.4.1 New Building Location

1. *New residential infill should maintain existing building setbacks.*
  - *The proposed building will move the front façade forward to better match the existing setbacks on abutting properties consistent with this guideline.*
2. *The width of the new residence should generally be less than the depth of the building.... It is also important to maintain existing building and space rhythms within the streetscape.*
  - *The proposed building will have a front façade which is 9.9 m wide and 20.3 m deep creating building footprint which is similar to abutting properties and the design on the opposite side of Dufferin Avenue. The side yard setbacks are narrow which is also consistent with the abutting properties.*



3. *Ancillary buildings should be located towards the rear of the lot. Garages in particular are best located away from front façades.*
- The proposed bike storage shed is located at the rear of the building consistent with the guideline. No garage is proposed on site.

#### 4.4.2 New Building Height:

1. *Building height of new infill development should maintain predominant building heights of adjacent properties and the immediate streetscape.*
- The proposed building height of two and one half storeys (10.3 m) is consistent with the north and south sides of Dufferin Avenue.

#### 4.4.3 Roofs on new buildings:

1. *Roof shapes are to be in keeping with existing roofscapes in the area and in each particular street.*
- The proposed roof line and gables complement the existing buildings on the north and south sides of Dufferin Avenue abutting and adjacent the subject site and is consistent with the guideline.
2. *Flat or mono pitched roofs should be avoided.*
- The proposed building roof pitch complements the abutting properties and is consistent with the guideline.
3. *Asphalt, slate and cedar shingles are appropriate roofing materials within the district.*
- The proposed building has asphalt shingles consistent with the guidelines.
4. *Roof vents, solar panels, satellite dishes, skylights and dormers are best located at the rear of the new building.*
- Any required mechanical equipment for the building will be located behind the front façade of the roof and is consistent with the guideline.

#### 4.4.4 Windows and entrances on new buildings

1. *Window designs are to be encouraged that generally reflect traditional proportions i.e. vertical, rectangular and divided with functioning muntins.*
- The proposed building incorporates the traditional window proportions existing on abutting and adjacent buildings and is consistent with the guideline.
2. *On facades that face the street, windows and doors should maintain existing configurations and proportions found prevailing in the district.*

- The street façade doors and windows have similar complementary proportions to abutting and surrounding buildings on Dufferin Avenue and is consistent with the guideline.
- 3. *Decorative shutters may be used on building facades provided they complement the window width and shape they appear to cover.*
- No shutters are seen on abutting buildings and no shutters are proposed and is consistent with the guideline.

#### 4.4.5 Walling of new buildings

1. *Walling material in new buildings should reflect traditional materials and their respective colours and texture within the district: brick, stucco or clapboard.*
- The proposed yellow\gold colour of the clapboard siding is consistent with the colour of the abutting buildings and the texture is consistent with the cladding at 463-465 Dufferin Avenue and is consistent with the guideline.

Based on a review of the guidelines for new building construction in the EWHCD Section 4.4 the proposed building is more appropriate and complementary to the abutting and adjacent buildings on this portion of Dufferin Ave. The existing derelict structure does not include site and building architectural features representative on this portion of the street. The proposed building location, building height, roof shape\pitch\materials, windows and entrances and walling materials are consistent with the intent of the EWHCD guidelines. As such the likely heritage impact will be positive, helping to conserve the important building form and character of the area. There will be no negative impact on the heritage significance of the EWHCD.

## 70 Provincial Policy Statement 2014

Policy 2.6 Cultural Heritage and Archeology must be considered in the planning decisions for the subject site. Specifically 2.6.1 *Significant built heritage resources and significant cultural heritage landscapes shall be conserved.* Policy 2.6.3 also adds the conservation and protection of heritage attributes. The proposed Official Plan and Zoning By-law amendment removes a derelict building and replaces it with a building which is complementary to the building heritage character of this portion of Dufferin Avenue and the general character of the HCD. The effect is to enhance the character of the site and adjacent buildings with regards to the building form and conserving the EWHCD. Therefore, the request amendments and proposed building form are consistent with the PPS 2014.

## 8.0 Potential Negative Impacts

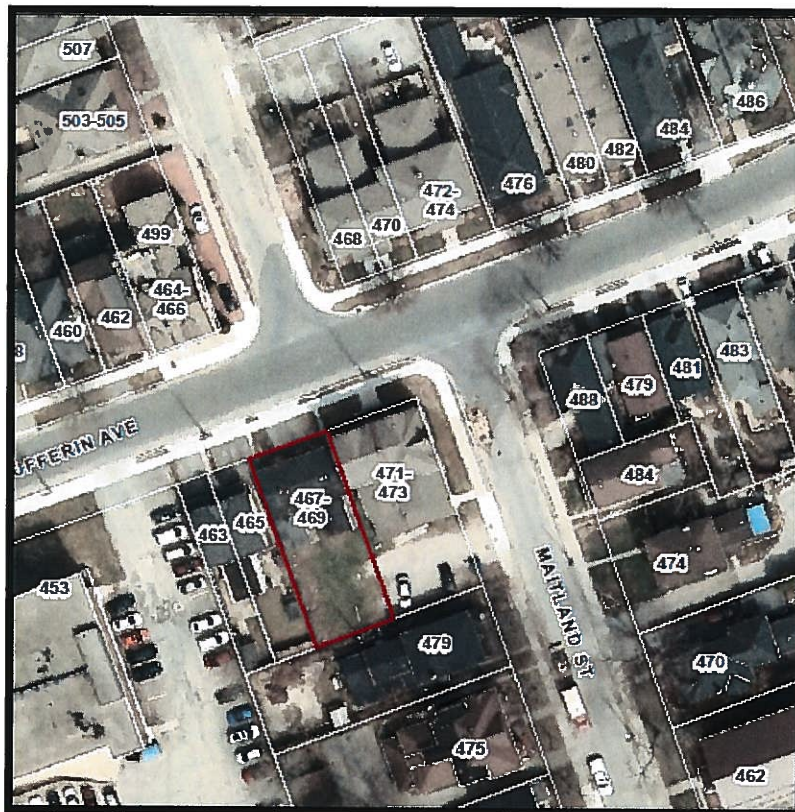
The following Map 2 Aerial Detail shows the existing site and abutting land uses. The following is a summary of the potential negative impacts on the Heritage Conservation District:

- There are no negative impacts created by the removal of the derelict building because the architectural style is not significant and is not in keeping with the building form of surrounding land uses.

- There are no negative impacts created by shadowing from the new building because there are no windows in the walls abutting on adjacent properties, and the depth of the building is generally consistent with depth of the buildings on adjacent properties. Furthermore, the rear of the buildings face south and therefore will not impact the primary sun direction.
- There will be no impacts on abutting properties from vehicular traffic because parking is prohibited on site.
- The new building will not become an obstruction to the views or vistas along Dufferin Avenue because the front façade is aligned with existing buildings and a reduced setback.
- The change in lands use to micro-suites maintains the residential character of the site at an intensity which is in keeping with the character of the area.
- The proposed location of the building, the height, the roofline, the exterior cladding, the location and size of windows and doors are generally in keeping with the form and character of the HCD and will not create a negative impact.

Based on a review of the removal of the derelict one storey semi-detached building and the proposed building form, building location and architectural style of the proposed micro-suite dwelling units, there are no anticipated negative impact on the heritage character of the area. The new building will enhance the public pedestrian realm and building form located in the area.

**Map 2 Site Aerial Detail**



## 10. Bibliography

City of London, East Woodfield Heritage Conservation District Study Part I: Statement of Intent and Part II Conservation, Design and Landscaping Guidelines July 1992

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