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O-8170
L. McNiven

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| TO: | PLANNING AND ENVIRONMENT COMMITTEE MEETING ON MAY 28, 2013 |
| FROM: | J. M. FLEMING MANAGING DIRECTOR PLANNING & CITY PLANNER |
| SUBJECT: | WESTERN COUNTIES HEALTH AND OCCUPATIONAL CENTRE GROUNDS: CULTURAL HERITAGE LANDSCAPE OFFICIAL PLAN AMENDMENT |

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| RECOMMENDATION |
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That, on the recommendation of the Director, Land Use Planning and City Planner, the following actions **BE TAKEN**:

- A. The proposed by-law attached hereto as Appendix "A" Documents **BE INTRODUCED** at the Municipal Council meeting on June 11, 2013 to amend Section 13.5.5 of the Official Plan to add the Western Counties Health and Occupational Centre Grounds as a Listed Cultural Heritage Landscape and to adopt the Western Counties Health and Occupational Centre Cultural Heritage Plan (Appendix "B") as a Guideline document pursuant to Section 19.2.2 of the Official Plan by amending Section 19.2.2. ii) to add it to the list of Guidelines;
- B. The following report **BE RECEIVED** for information regarding the background of the project, noting that specific matters addressed in this report include:
 - 1) a comprehensive history of the site;
 - 2) an assessment of the site's cultural heritage value;
 - 3) a review of Municipal and Provincial Land Use Policy pertaining to heritage designation, and;
 - 4) a recommended, phased implementation plan for the site's conservation, rehabilitation and public use; and
- C. The existing 3-Party Agreement with the City of London, London Health Sciences Centre and St. Josephs Health Care be revised to reflect the existing site conditions and future use of the Western Counties Occupational Centre grounds relative to the revised infrastructure needs.

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| PREVIOUS REPORTS PERTINENT TO THIS MATTER |
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November 2, 2009, Former "Western Counties Wing" Site and Buildings.

October 20, 2010, Demolition of Cottages Western Counties Wing of Parkwood Hospital Tender No. 10-125.

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| RATIONALE |
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- 1. The proposed amendments conform to the policies of the Official Plan related to Cultural Heritage Landscapes.
- 2. The proposed amendments are consistent with the Provincial Policy Statement, in particular Section 2.6.1 "Significant built heritage resources and significant cultural heritage landscapes shall be conserved."

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BACKGROUND

The former Western Counties Health and Occupational Centre Grounds are located east of Wellington Road, north of Southdale and adjoin what is known today as the London Health Sciences Centre Lands. Entrance to this site has traditionally been from Commissioners Road East. The location of the Western Counties Health and Occupational Centre Grounds is shown on Appendix B.

The Western Counties Health and Occupational Centre Grounds refers to the former use of this site by the Department of Veterans Affairs as a rehabilitation centre for returning World War II veterans, one of only seven such sites in Canada. Over time its uses evolved to include a treatment centre for tuberculosis, a long term care facility for severely wounded and psychologically affected veterans and, by the time of its closure in the 1980s, a facility for domiciliary care of veterans. To facilitate this treatment, specialized buildings were erected and landscape features were emphasized for therapeutic purposes. Even prior to this use, the site was noted for its natural heritage features with respect to both its kettle ponds and forest. Earlier pioneer farm uses and aboriginal artifacts have been identified there. At present, the site retains much of cultural heritage value and the protection of this heritage resource is the focus of the information in this report.

In 2006, a portion of the Western Counties Health and Occupational Centre Grounds was transferred to the City by London Health Sciences Centre (LHSC) and St. Joseph's Health Care. While the lands are situated immediately adjacent to the Westminster Ponds/Pond Mills Environmentally Significant Area (ESA), this portion of the lands was not designated as having environmental significance. This area occupies a key position in terms of its potential for public use and provides linkages between the ESA and hospital lands.

More recently, the Thames Valley District School Board vacated the City's cottages on site due to the deteriorating building conditions and lack of water and sanitary services. With no municipal need for the buildings on the municipal portion, four of the cottages were demolished in 2011, following consultation with the LACH and a commitment to examine alternatives for recognizing the cultural heritage legacies related to the site. The foundations and chimneys of the four cottages were retained to support a future planning study and subsequent public use.

In 2012, the City of London engaged the services of MHBC Planning, Urban Design and Landscape Architecture to develop a Cultural Heritage Plan for the Western Counties Health and Occupational Centre Grounds. This plan is attached to this report.(Appendix B) The Plan assesses and identifies the significance of the cultural heritage landscape features of the grounds and provides options for future conservation and rehabilitation. Rehabilitation will recapture aspects of the hospital's earlier character and highlight historic features of the site.

LAND USE POLICY FRAMEWORK

Recognition and protection of the cultural heritage legacy of this site involves several aspects of Land Use Planning and Policy. A brief description of those follows:

Provincial Policy

Section 2.6.1 of the Provincial Policy Statements, under the Authority of the *Planning Act*, mandates that that significant cultural heritage landscapes be conserved.

A Cultural Heritage Landscape is defined in the Provincial Planning Statement as "a defined geographical area of heritage significance which has been modified by human activities and is valued by a community. It involves a grouping(s) of individual heritage features such as structures, spaces archaeological sites and natural elements which together form a significant type of heritage form, distinctive from that of its constituent elements, or parts." Section 13.5.1 of the City of London Official Plan provides a similar definition and notes that cultural heritage landscapes will only be recognized where ownership consent is given and that cultural heritage landscapes will be recognized primarily on publicly owned lands, but may also be identified on privately owned property.

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In this project, parts of the site are owned either by the City or by London Health Sciences Centre.

Municipal Policy

The City of London's Official Plan provides the policy framework for the identification and conservation of Cultural Heritage Landscapes in London. Policy 13.5.1 notes that Cultural Heritage Landscapes will be identified based on Guidelines for the Identification of Cultural Heritage Landscapes under the provisions of Section 19.2.2 of the Official Plan. Section 13.5.2 states that Cultural Heritage Landscapes will be managed through the use of Guideline documents which will identify physical features that are to be conserved. The Guidelines will also describe opportunities for the recognition, interpretation, promotion, and conservation of the cultural heritage landscapes. Subject to provisions of Section 19.2.2 of the Official Plan, Cultural Heritage Landscape Guidelines will be adopted for each Cultural Heritage Landscape identified in Policy 13.5.5. Section 13.5.3 also identifies the criteria that must be satisfied with respect to each Cultural heritage Landscape Guideline. Section 13.5.4 requires all public works and projects, including but not limited to park improvements and open space conservation projects will conform to applicable Cultural Heritage Landscape Guidelines.

While the City of London has had policies to support for the creation of Cultural Heritage Landscapes for several years, no Cultural Heritage Landscapes have been identified and listed in the Official Plan to date, although several areas had been suggested as worthy of consideration for such status. The protection of a cultural heritage landscape involves controlling change and maintaining the current state of a cultural heritage landscape as a whole. This will require stronger measures than simply conservation.

There are various methods available for the conservation and protection of cultural heritage landscapes, each with varying degrees of protection. These are summarized as follows:

- 1) Identifying or recording the cultural heritage landscape in an inventory of heritage properties. This acknowledges their significance but carries few obligations to preserve the landscape.
- 2) An Official Plan designation with policies for the protection of the resource offers more protection than simple inclusion on an Inventory. Typically, Official Plan policies are implemented through zoning by-law provisions and/or holding provisions. In the case of the Western Counties complex, the consultants recommend that this area be protected by identifying the cultural heritage landscape within the Official Plan. In this manner it would become a special policy area limited to the Western Counties site. This would include both the portion on the City's property and the portion on the London Health Sciences Centre's property and would provide direction on how change, development and maintenance of the site would occur. Identification in the Official Plan could provide direction requiring a heritage impact statement for any proposed development adjacent to the site.
- 3) Listing of a cultural heritage landscape in the Register of Cultural Heritage Properties under Part IV (Section 27) of the *Ontario Heritage Act*. Placement of a cultural heritage landscape on the *City of London's Inventory of Heritage Resources* requires owners of listed properties to provide municipalities with 60 days' notice prior to the destruction of the site allowing the municipality the opportunity to investigate alternatives. Consultants recommend that this site be placed on the Register with its inclusion on the Heritage Inventory.
- 4) Designation under Part IV (Section 29) of the *Ontario Heritage Act* of a single lot containing a cultural heritage landscape. This may offer the greatest level of protection. Any proposals for alteration or demolition/destruction would have to be reviewed by the LACH and staff and approved by municipal Council. Consultants are of the opinion that the site meets the criteria established in Regulation 9/06 for designation under the *Ontario Heritage Act*. They suggest also that the site meets both provincial and federal criteria for designation as a site of both provincial and federal importance. At this time, consultants have not recommended designation under Part IV of the *Ontario Heritage Act* perhaps because of the nature of the dual ownership.

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- 5) Designation under Part V (Section 41) of the *Ontario Heritage Act*. This might be used where the cultural heritage landscape has multiple properties. Part V provides for the designation of a Heritage Conservation District. District designation would require that attributes be identified through a conservation study and control of those attributes, including possible changes, would occur through a Heritage District Plan. Consultants are not recommending designation under Part V of the *Act*.

Designation under either Part IV or Part V of the *Ontario Heritage Act* would require that the impact of development on adjacent lands on the designated lands be considered, and in terms of the Provincial Policy Statement, such development or site alteration must be evaluated and demonstrated to show that the heritage attributes of the protected heritage property will be preserved. Such preservation may require mitigative measures/alternative development approaches.

Consultant Recommendation re: Heritage Protection

Consultants for the project have recommended that the future protection and management of the Cultural Heritage Landscape be done through Official Plan designation and registration of the landscape on the City's Heritage Inventory. This would address the complication created by the dual ownership of the site by the City and London Health Sciences Centre. A Part IV designation under the *Ontario Heritage Act* on either property would be registered on title and may prove cumbersome to LHSC, particularly in terms of the hospital's plans for future developments elsewhere on its property. In the event that LHSC wished to demolish its structures on the site, listing the site in the City's Inventory of Heritage Resources would allow the City a 60 day period in which it could consider the option of designation under Part IV of the *Ontario Heritage Act*.

PUBLIC CONSULTATION PROCESS

MHBC lead the public consultation process as follows:

1. On July 19th, 2012, MHBC conducted a public meeting at the Tourist Information Centre, 696 Wellington Road. A summary of its research findings and site analysis was presented.
2. MHBC developed and disseminated a user survey to stakeholders and general public;
3. Subsequently, MHBC conducted stakeholder interviews to identify any and all issues, concerns, and programming considerations;
4. On Wednesday November 14, 2012, MHBC presented to London's Advisory Committee on Heritage (LACH) and members of the public a summary of the results of public and stakeholder consultation; a summary of the issues identified through research and consultation; and, three optional site development concept plans including building work, landscape work, signage, parking and pedestrian and vehicular circulation routes.
5. A second public meeting was held immediately following the LACH meeting to review the draft document and discuss how previous public comments had been incorporated into the plan

MHBC CULTURAL HERITAGE LANDSCAPE PLAN

Three conceptual cultural heritage plans were developed and presented to City staff, the London Advisory Committee on Heritage, stakeholders and the general public for review and comment. The three concept plans presented three levels of infrastructure and investment, ranging from minimal (option 1) to maximum (option 3).

Option 1 focuses on stabilizing and maintaining the existing features and landscape. Invasive plants would be removed, ESA trail heads would be defined plus benches, a portable washroom, garbage cans and interpretive signage would be installed. Vehicular traffic would not be allowed in the City's portion of the grounds.

In addition to all the recommendations in Option 1, **Option 2** focuses on improving pedestrian circulation within the grounds. Vehicles' ingress into the grounds is extended by sixty meters

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terminating in a new parking lot and picnic pavilion. A dock extending from the shore of Saunders Pond and a bridge spanning one of the cottage ruins are also proposed.

In addition to all the recommendations in Option 1 and 2, **Option 3** focuses on the development of permanent facilities. Currently, no services extend into the grounds; to provide the recommended washroom facilities, a tri-party agreement would need to be made with the London Health Sciences Centre and St. Josephs Care Centre to connect to those existing services on the hospitals' land. Alternatively, a septic system could be utilized. Vehicle ingress would be extended fully into the site with a second new parking lot and picnic pavilion sited in the grounds centre.

On considering input gathered during the consultation process, the recommended Cultural Heritage Plan is based primarily on Option 2 with some elements from Option 3.

Based on its history, context and heritage attributes, the Western Counties Health and Occupational Centre is seen as worthy of designation as a Cultural Heritage Landscape under municipal legislation.

With Council approval through an Official Plan amendment, a Cultural Heritage Landscape for the Western Counties complex can be achieved. The Guideline document to do so can also provide direction for the future management of the Cultural Heritage Landscape.

The Cultural Heritage Plan recommends that development be implemented in three phases. Phasing is designed so that the more intensive development is in the second and third phases. The first phase includes initiatives that would improve the site with a minimal amount of capital investment. A number of initiatives could be undertaken with existing resources and volunteer programs.

Phase One would focus on stabilizing the ruins and maintenance of the existing landscape features, provision of waste receptacles, portable toilets, interpretive signage and heritage designation. Maintenance of landscape would include removal of invasive plants and the establishment of an invasive species management plan.

Phase Two would focus on construction of new paths, a dock at Walker's Pond, installation of way-finding signs and benches, planting new trees and shrubs and construction of a new parking lot.

Phase Three would focus on construction of permanent washrooms and a picnic pavilion plus capping of the ruins.

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| CONCLUSIONS |
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Implementation of the Landscape Heritage Plan will ensure that the Western Counties Health and Occupational Centre Grounds are rehabilitated for the enjoyment and education of Londoners. It will also ensure that this unique landscape will be conserved as an early example of "therapy through landscape" approach to health care in the early 20th century and provide opportunities to acknowledge the wide ranging human impact on this site over time.

The familial cottages and ornamental plantings situated in a rural setting were consistent with the therapeutic methods of the time pioneered in Canada by Dr. Richard Bucke at the London Psychiatric Hospital. The landscape has a direct association with the occupational therapy profession and its efforts towards returning veterans to civilian life. In addition, the landscape is a visible reminder of aboriginal contacts, pioneer farming, and environmental awareness with respect to the activities of William Saunders.

Implementation of the guidelines would be phased noting that the project is not a budgeted item and will be brought forward to the 2014 budget process.

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| PREPARED BY: | SUBMITTED BY: |
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| LISA MCNIVEN, PARKS PROJECT COORDINATOR | ANDREW MACPHERSON MANAGER ENVIRONMENTAL AND PARK PLANNING |
| RECOMMENDED BY: | |
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| J. M. FLEMING MANAGING DIRECTOR, PLANNING & CITY PLANNER | |

LM/GB

16 May 2013

APPENDIX "A" – BYLAW

APPENDIX "B" – WESTERN COUNTIES HEALTH AND OCCUPATIONAL CENTRE,
CULTURAL HERITAGE PLAN

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Appendix "A"

Bill No. (number to be inserted by Clerk's Office)
2012

By-law No. C.P.-1284-_____

A by-law to amend the Official Plan for the City of London, 1989 relating to a portion of the Western Counties Health and Occupational Grounds.

The Municipal Council of The Corporation of the City of London enacts as follows:

1. Amendment No. (to be inserted by Clerk's Office) to the Official Plan for the City of London Planning Area – 1989, as contained in the text and schedule attached hereto and forming part of this by-law, is adopted.
2. This by-law shall come into effect in accordance with subsection 17(38) of the *Planning Act, R.S.O. 1990, c.P.13.*

PASSED in Open Council on , 2013.

Joe Fontana
Mayor

Catharine Saunders
City Clerk

First Reading – June 11, 2013
Second Reading – June 11, 2013
Third Reading – June 11, 2013

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AMENDMENT NO.

to the

OFFICIAL PLAN FOR THE CITY OF LONDON

A. PURPOSE OF THIS AMENDMENT

The purpose of this Amendment is to (1) to amend section 13.5.5 by adding the Western Counties Health and Occupational Centre Grounds, and as shown on Figure 13- , Western Counties Health and Occupational Centre Grounds as a Listed Cultural Heritage Landscape to the Official Plan, and (2) to adopt the Western Counties Health and Occupational Centre Cultural Heritage Plan as Guideline Document pursuant to Section 19.2.2 of the Official Plan and to amend Section 19.2.2 ii) of the Official Plan by adding Western Counties Health and Occupational Centre Cultural Heritage Plan to the list of guideline documents.

B. LOCATION OF THIS AMENDMENT

This Amendment applies to lands located with the Western Counties Health and Occupational Centre; 888 – 944 Western Counties Road (Private Road).

C. BASIS OF THE AMENDMENT

Section 13.5.5 of the Official Plan identifies and sets out the role of cultural heritage landscapes within the City of London. Cultural heritage landscapes are defined areas within the City which are comprised of heritage elements associated with historic events, activities, or people that are valued by Londoners. Conservation of Cultural Heritage Landscapes will be managed through the use of an approved guideline document in Section 19.2.2 of the Official Plan. The guideline document identifies the physical features that are to be conserved and describes opportunities for maintenance, stabilization, interpretation, promotion and conservation.

Section 19.2.2 of the Official Plan enables Municipal Council to adopt guideline documents to provide detailed direction for the implementation of Official Plan policies. The Western Counties Health and Occupational Centre Cultural Heritage Plan describe a three phase approach to the conservation and management of these lands. Phase one would focus on stabilizing the ruins and maintenance of the existing landscape features, provision for public uses, interpretive signage and heritage designation. The second phase would focus on the construction of new paths, a new dock at Walker’s Pond, installation of way-finding signs and benches, planting new trees and shrubs and construction of a new parking lot. The third phase would focus on construction of permanent washrooms and a picnic pavilion and capping of the ruins.

D. THE AMENDMENT

The Official Plan for the City of London is hereby amended by adding the following:

- 13.5.5 () Western Counties Health and Occupational Centre Grounds
The former Western Counties Health and Occupational Centre Grounds, identified on Figure 13 -__ is located east of Wellington Road, north of Southdale and adjoin what is known today as the London Health Sciences Lands.

The Western Counties Health and Occupational Centre Grounds refers to the former use of this site by the Department of Veterans Affairs as a rehabilitation centre for returning World War II

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veterans, one of only seven such sites in Canada. Over time its uses evolved to include a treatment centre for tuberculosis, a long term care facility for severely wounded and psychologically affected veterans and, by the time of its closure in the 1980s a facility for domiciliary care of veterans. To facilitate this treatment, specialized buildings were erected and landscape features were emphasized for therapeutic purposes. Prior to the rehabilitation use, the site was noted for its natural heritage features with respect to both its kettle ponds and forest.

19.2.2. ii) () Western Counties Health and Occupational Centre Grounds:
Cultural Heritage Plan

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Figure 13-
Western Counties Health and Occupational Centre Grounds

