

Report to London Advisory Committee on Heritage

To: Chair and Members
London Advisory Committee on Heritage

From: John M. Fleming
Managing Director, Planning and City Planner

Subject: Heritage Alteration Permit Application By: Stantec Consulting Ltd.
The Green (165 Elmwood Avenue East)

Meeting on: April 11, 2018

Recommendation

That, on the recommendation of the Managing Director, Planning and City Planner, with the advice of the Heritage Planner, the application under Section 42 of the *Ontario Heritage Act* to alter The Green located at 165 Elmwood Avenue East, individually designated by By-law No. L.S.P.-2854-377 and within the Wortley Village-Old South Heritage Conservation District, **BE PERMITTED** as submitted.

Executive Summary

Summary of Request

Heritage Alteration Permit approval is required to permit alterations to The Green, located at 165 Elmwood Avenue East, which is “double designated” under both Parts IV and V of the *Ontario Heritage Act*.

The Ontario Heritage Trust also holds a Heritage Easement Agreement on the property, which requires separate approval for alterations.

Purpose and the Effect of Recommended Action

The purpose and effect of the recommended action is to ensure that the proposed alteration to The Green conserves the property’s heritage attributes.

Rationale of Recommended Action

The proposed alterations are compatible with the cultural heritage value or interest of the London Normal School property and comply with the policies and guidelines of the *Wortley Village-Old South Heritage Conservation District*. The heritage attributes of the London Normal School property will be conserved in the proposed alteration to The Green.

Analysis

1.0 Background

1.1 Property Location

The Green is located at the London Normal School (165 Elmwood Avenue East) (Appendix A). The Green is located on the rear portion of the property, to the south of the London Normal School building. The remainder of The Green is bound by Wortley Road, Duchess Avenue, and Marley Place.

1.2 Cultural Heritage Status

The London Normal School, 165 Elmwood Avenue East, was designated under Part IV of the *Ontario Heritage Act* in 1985 by By-law No. L.S.P.-2854-377. The property is also subject to a Heritage Easement Agreement, held by the Ontario Heritage Trust. The Heritage Easement Agreement was first registered in 1986, and revised in 2014 when the City of London acquired the property. The property is also included within the

Wortley Village-Old South Heritage Conservation District, which was designated under Part V of the *Ontario Heritage Act* in 2015.

The Ontario Heritage Trust Heritage Easement Agreement has the most explicit and comprehensive description of the property's cultural heritage value or interest. The Statement of Cultural Heritage Value or Interest states,

The London Normal School is located on a park-like five-acre city block surrounded by streets of well-designed contemporary housing. Its park-like setting and open space enhances the imposing presence of this building with views from the south (rear) elevation from throughout the open space. The London Normal School is the only provincial normal school to retain significant elements of the original neighbourhood character.

...Located at 165 Elmwood Avenue East, the London Normal School is a prominent visual landmark in the community. The building is situated in a residential area in Wortley Village in the historic community of Old South London and the school can be seen from all angles in the neighbourhood. Sites for the province's normal schools were usually spacious, located in upscale neighbourhoods whose well-designed large homes provided a suitable setting. There are several mature trees located throughout the property and along its perimeter and the sidewalks leading to the student and teacher entrances follow a pattern similar to the original planned walkways.

The contextual heritage attributes of the grounds of the London Normal School (The Green) include:

- *Location on a rectangular, park-like two-and-a-half acre block;*
- *Mature trees located throughout the grounds and on the perimeter of the property;*
- *Historic walkway pattern leading to the student and teacher entrances;*
- *Views of the south (rear) elevation from throughout the open space;*
- *Clear unobstructed views of all four elevations.*

The individual heritage designation, the Wortley Village-Old South Heritage Conservation District, and the Heritage Easement Agreement recognize the landmark status of the London Normal School and The Green.

The property is also subject to the HER Zone. The HER regulations do not allow front yard or exterior side yard building additions and limit any future re-construction or replacement of the building to the same height, volume, floor area, general form, mass and external design as the original building or structure. Other regulations generally require that existing setbacks, landscaped open space, lot coverage and building height be maintained.

1.3 Description

The London Normal School building was designed by Francis R. Heakes, Provincial architect, and was constructed between 1898 and 1900. It is a significant example of the High Victorian architectural style exemplified in a public building. Architecturally, it draws on Romanesque, Gothic and Flemish Revival styles. It served as the Province's third Normal School (Teacher's College) until 1958. Between 1958 and 1964, the building was occupied as a junior high school, and then as the Education Centre offices for the London Board of Education until 1984. In 1985, it became the headquarters for the London and Middlesex Roman Catholic Separate School Board (Monsignor Feeney Centre for Catholic Education), who remained there until 2004. The building remained vacant until it was acquired by the City of London in 2014, and the YMCA moved into the building in 2016 following the completion of restoration/rehabilitation work and the construction of the accessibility addition to the rear of the building.

The Green is the green space which is located at the south end of the London Normal School property at 165 Elmwood Avenue East (Appendix B). It is nearly 5-acres in size,

and has a park-like setting. There are large, mature trees and large open, grassed spaces. The Green is a municipally-owned public park.

2.0 Legislative/Policy Framework

2.1 Provincial Policy Statement

The *Provincial Policy Statement* (2014) states that “significant built heritage resources and significant cultural heritage landscapes shall be conserved.”

2.2 Official Plan/The London Plan

Chapter 13 (Heritage of the City of London’s *Official Plan* (1989, as amended) recognizes that properties of cultural heritage value or interest:

Provide physical and cultural links to the original settlement of the area and to specific periods or events in the development of the City. These properties, both individually and collectively, contribute in a very significant way to the identity of the City. They also assist in instilling civic pride, benefitting the local economy by attracting visitors to the City, and favourably influencing the decisions of those contemplating new investment or residence in the City.

The objectives of Chapter 13 (Heritage) support the conservation of heritage resources, including encouraging new development, redevelopment, and public works to be sensitive to, and in harmony with, the City’s heritage resources (Policy 13.1.iii) as well as encouraging the protection, enhancement, restoration, maintenance, and utilization of buildings, structures, areas, or sites within London which are considered to be of cultural heritage value or interest to the community (Policy 13.1.ii). This direction is also supported by the policies of *The London Plan* (adopted 2016).

2.3 Ontario Heritage Act

The London Normal School property is “double designated” – designated under both Part IV and Part V of the *Ontario Heritage Act*. Heritage Alteration Permit approval is required for alterations to properties designated under Part IV of the *Ontario Heritage Act* if the alterations are “likely to affect” the property’s heritage attributes. Heritage Alteration Permit requirements are defined by the applicable Heritage Conservation District Plan for properties designated under Part V of the *Ontario Heritage Act*. Pursuant to Section 41(2.3) of the *Ontario Heritage Act*, a “double designated” property is subject to the provisions of Part V of the *Ontario Heritage Act* regarding the alteration of the property with the exception of any interior heritage attributes which are only designated under Part IV of the *Ontario Heritage Act*.

Pursuant to Section 42(4) of the *Ontario Heritage Act*, within 90-days of receipt of a complete application, Municipal Council may give the applicant:

- a) The permit applied for;
- b) Notice that Municipal Council is refusing the application for the permit; or,
- c) The permit applied for, with terms and conditions attached.

2.4 Wortley Village-Old South Heritage Conservation District Plan

The Green is noted as contributing to the streetscape character of the Wortley Village-Old South Heritage Conservation District. One of the goals of the *Wortley Village-Old South Heritage Conservation District* is to “recognize, protect, enhance and appreciate Wortley Village-Old South’s cultural heritage resources, including buildings, landscapes and historical connections, and value their contributions to the community” (Section 3.1.1, *Wortley Village-Old South Heritage Conservation District Plan*). Goals and objectives specific to the streetscape character of Section 3.1.3 of the *Wortley Village-Old South Heritage Conservation District Plan* include:

Goal: Maintain and enhance the visual, contextual and pedestrian oriented character of Wortley Village-Old South’s streetscape and public realm by:

- *Recognizing that the HCD’s cultural heritage resources includes streets, parks, trees, open spaces, street furniture, signs and all manner of items that contribute to the visual experience of the community, whether public or privately owned;*

- *Maintaining existing street trees, vegetation and boulevards and develop replacement programs where necessary to ensure tree canopy retention over time;*
- *Establishing a common ‘language’ of streetscape elements that will compliment the heritage attributes of the HCD and create greater continuity where disparate land uses and built forms exist; and,*
- *Providing guidance for the development of new buildings to ensure that new development is compatible with, and supportive of the cultural heritage value or interest and heritage attributes of Wortley Village-Old South HCD.*

Section 5.11.1 of the *Wortley Village-Old South Heritage Conservation District Plan* provides policy related to the London Normal School site. It notes, The Green “which is widely used by the neighbourhood and for a number of community events.” It further notes, “Any redevelopment of the London Normal School property should ensure the retention of the green for community use. Any redevelopment (future additions) should be sensitive to the heritage attributes and the cultural heritage value or interest of the HCD in scale, height and massing, as well as materials and finishes.”

The policies of Section 5.11.1 of the *Wortley Village-Old South Heritage Conservation District Plan* state:

- a) Community consultation should be undertaken for any redevelopment plans for the London Normal School;*
- b) Public Site Plan review shall be required for any development on the London Normal School;*
- c) The Heritage Planner shall be consulted on any project to be undertaken at the Normal School or on the Green.*

Additionally, the *Wortley Village-Old South Heritage Conservation District Plan* provides the following recommendations regarding the retention of The Green as a park/open space in Section 10.3.4:

- Mature vegetation should be managed within the property, adhering to current International Society for Arboriculture standards and practices for tree preservation and care;
- The original layout and design of the grounds should be respected, and in the event of a loss of vegetation, the features should be replaced with a specimen of the same species;
- The original spatial organization should be regarded, and the organization of elements, pathways and site circulation, views and topography should be conserved;
- Future uses of the Normal School should not impede or negatively impact the property’s grounds and every effort should be made to conserve the current extent of the green (softscaped landscape area).

3.0 Heritage Alteration Permit Application

3.1 Community Engagement

Since acquiring the property, the City has endeavoured to facilitate an extensive community engagement and involvement throughout the process. This included:

- An extensive public survey on the project, with over 1,000 respondents;
- Three separate public meetings, with an average attendance of 150 attendees;
- A booth collecting public feedback at Gathering on the Green;
- Three additional meetings held with the Old South Community Organization (OSCO) for their perspective and direction on how to proceed with the project, as an outcome of the responses from the survey; and,
- Two presentations to the London Advisory Committee on Heritage (LACH) to solicit input and advice on the process and design concepts.

At its meeting on May 11, 2016, the LACH received a presentation from Lisa McNiven, Parks Project Co-Ordinator with respect to The Green project on the London Normal

School lands. The LACH provided input into the three options that were initially considered for The Green. At its meeting on November 8, 2017, the LACH received a presentation from David Waverman, Stantec Consulting Ltd., with an update on the park design for The Green. The LACH provided comments in anticipation of this Heritage Alteration Permit application.

3.2 Previous Heritage Alteration Permit applications

The London Normal School property has been subject to two previous Heritage Alteration Permit applications.

An extensive restoration campaign was initiated while the property was under the ownership of the Province in 2007-2010, this included repair and repointing of masonry, restoration of windows, slate roof and chimney repairs. In January 2010, Municipal Council consented to a Heritage Alteration Permit application to alter the front entrance of the London Normal School building.

In January 2015, Municipal Council consented to a Heritage Alteration Permit application for the accessibility addition to the main structure, enclosed play areas adjacent to the east and west entry doors, fire safety access, traffic flow through the grounds and some landscaping components.

3.3 Heritage Alteration Permit Application

As required by the *Ontario Heritage Act*, the *Wortley Village-Old South Heritage Conservation District Plan* identifies classes of alterations that require, or do not require, Heritage Alteration Permit approval. Pursuant to Section 6.2 of the *Wortley Village-Old South Heritage Conservation District Plan*, Heritage Alteration Permit approval is required for “major alterations to built form or cultural heritage landscape visible from street or other public space.” Alterations to The Green therefore require Heritage Alteration Permit approval.

A Heritage Alteration Permit application was submitted by Stantec Consulting Ltd., on behalf of the City, and received on March 23, 2018. The applicant has applied for a Heritage Alteration Permit to alter The Green with the following details (Appendix C):

- Construction of a 1.8m wide light grey coloured concrete pathway along the eastern and northern edge of The Green with entrances at the southeast, east, west, and southwest, and connecting to the entrance plazas (see Drawing L-430);
- Construction of a 1.5m wide concrete sidewalk with light broom finish along the west side of the property, along Marley Place (see Drawing L-430);
- Construction of concrete entrance plazas with saw cut details and stamped leaf detail (maple, tulip, and oak) at the southeast (Duchess Avenue/Marley Place) and southwest (Duchess Avenue/Wortley Road) corners of The Green with two benches, a garbage receptacle, and the street names stamped into the concrete (see Drawings L-430, L-501, and L-502);
- Pathway will be accessible from the parking lot and the entrance place at the corner of Duchess Avenue and Marley Place, two more points on Marley Place, and two points along Wortley Road;
- Installation of 10 benches and two bike racks along the pathway (see details on Drawings L-430 and L-501);
- Incorporation of two electrical hubs to better support community events;
- Removal of the existing flagpole;
- Maintain existing mature trees and un-programmed open green space:
 - Remove eight existing trees and planting new trees based on the conceptual planting plan:
 - Seven trees within the road allowance to be removed, and one tree (blue spruce) in the north part of the property to be removed; and,
 - Recommended tree plantings should be native deciduous shade trees: autumn blaze maple, sugar maple, common hackberry, honey locust, and red oak.
 - Tree planting should be undertaken in consultation the community; and,

- New tree planting and ongoing maintenance of existing trees.
- Remove two existing soccer fields, with replacement of one informal soccer field with new goal posts.

As a Heritage Easement Agreement for the property is held by the Ontario Heritage Trust, their approval is required through a separate application.

4.0 Analysis

The Green is part of a significant cultural heritage resource, both to the City of London and to the Province. Conserving the heritage attributes of The Green has been of paramount importance through the whole engagement and design process.

The proposed alterations minimize the impact to the green space of The Green and enhance the “park like setting” through the introduction of the proposed walking pathway. The proposed use of concrete as the material for the proposed walking pathway is compatible with the existing and historic concrete walkways on the north half of the property. No alteration is proposed to the existing concrete pathways located in the north half of the site. Additionally, the style and orientation of the proposed walking pathway echoes the curvilinear, High Victorian style of historic pathways in a contemporary manner, and works to connect the north and south halves of the site. The proposed walking pathway has been enhanced by a design that will improve the accessibility of The Green through the introduction of tactile pads at intersections and benches. The benches and bike racks implement the styles recommended by the *Wortley Village-Old South Heritage Conservation District Plan* as part of its common language of streetscape elements. Lighting within The Green is not proposed.

The proposed walking pathway has been aligned to protect the existing mature trees, requiring only eight trees to be removed and enhancing the tree canopy of The Green through the planting of new, native deciduous shade trees. More trees are proposed for planting than are proposed for removal. Recommended species include, but are not necessarily limited to: autumn blaze maple, sugar maple, common hackberry, honey locust, and red oak. Final location, species, and planting details for new trees within The Green should be undertaken in consultation with the community. The alterations to The Green comply with the guidelines of Section 10.3.4 of the *Wortley Village-Old South Heritage Conservation District Plan*. Good arboriculture is being practiced at The Green with a compatible mix of specimen replacement, respect for the original layout and design of the grounds by retaining the wide open space.

Alterations to The Green comply with Section 5.11.1 of the *Wortley Village-Old South Heritage Conservation District Plan* as it envisions that The Green will still be widely used by the neighbourhood for a number of community events as the community’s gathering spot. The process requirements of Section 5.11.1 of the *Wortley Village-Old South Heritage Conservation District Plan* have also been met.

Display of the Heritage Alteration Permit is generally included as a condition of approval for alterations to heritage designated properties. The proposed alterations to The Green do not have a sensible location to display the Heritage Alteration Permit (as displaying it on the London Normal School building would suggest alteration to that building). Therefore, this condition is not recommended for the proposed alterations to The Green.

5.0 Conclusion

The London Normal School and The Green are a significant cultural heritage resource. The proposed alterations to The Green have been sensitively designed to ensure that the cultural heritage value and heritage attributes are protected, while improving access to this treasured landscape. The proposed alterations to The Green should be permitted by Municipal Council.

This report was prepared with the assistance of Lisa McNiven, Parks Project Coordinator.

Prepared by:	Kyle Gonyou, CAHP Heritage Planner
Submitted by:	Gregg Barrett, AICP Manager, Long Range Planning and Research
Recommended by:	John M. Fleming, MCIP, RPP Managing Director, Planning and City Planner

April 4, 2018
KG/

Appendix A – Map

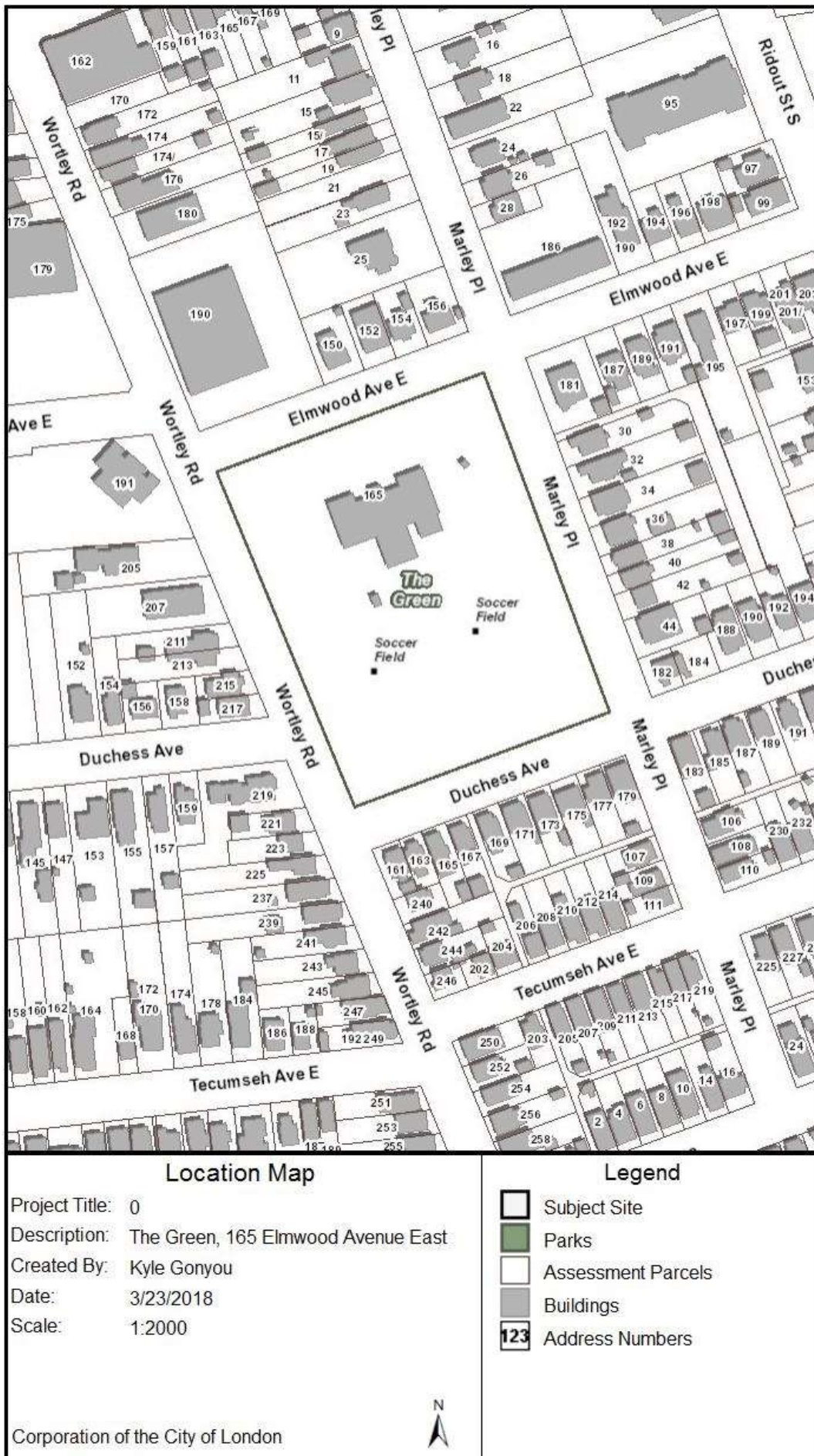


Figure 1: Location map of The Green, located at 165 Elmwood Avenue East (behind the Normal School).

Appendix B – Images



Image 1: Aerial Photograph (1922), showing The Green.



Image 2: Photograph of the rear façade of the Normal School, looking north from Duchess Avenue showing The Green (1962).



Image 3: View of The Green looking east from the intersection of Duchess Avenue and Wortley Road (June 11, 2015).



Image 4: View of The Green looking west from Marley Place and Duchess Avenue (June 11, 2015).

Appendix C – Drawings

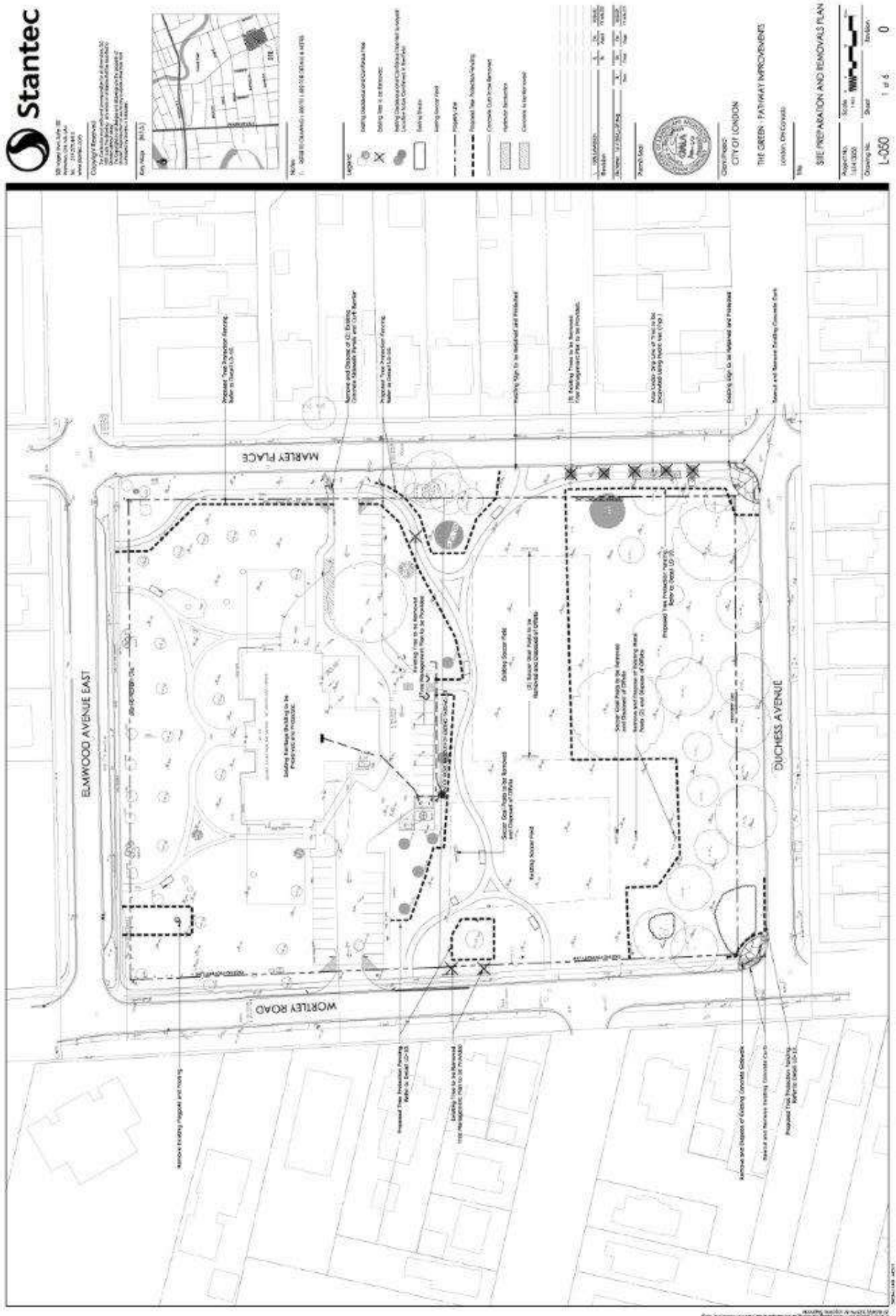


Figure 2: Drawing L-050: Site Preparation and Removals Plan (April 2, 2018).

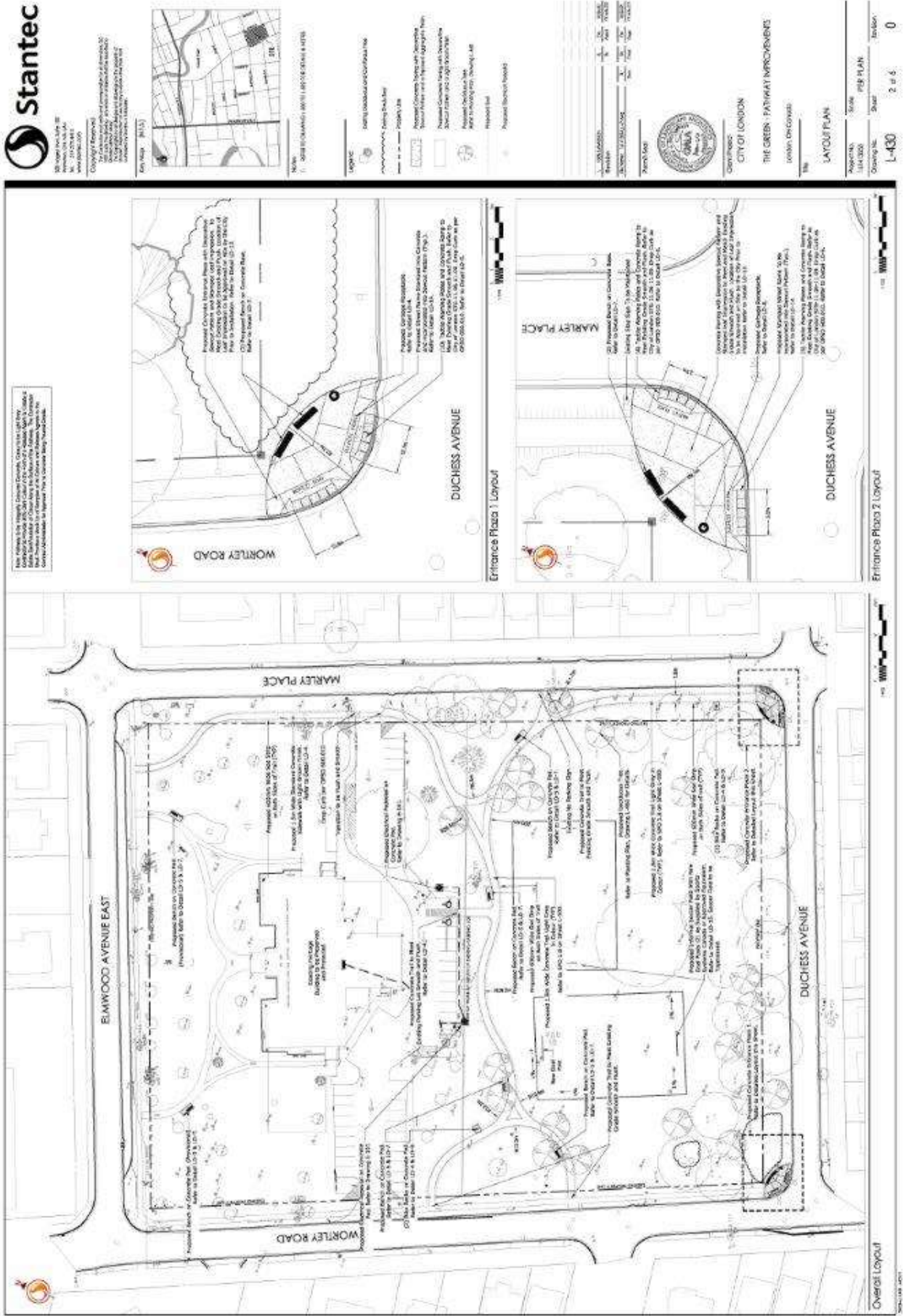


Figure 3: Drawing L-430: Layout Plan (April 2, 2018).



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Notes:
 1. See drawings with applications & notes

LOGIC
 1. Existing Footpath
 2. Proposed Footpath
 3. Proposed Footpath (to be removed)

1. Existing Footpath
 2. Proposed Footpath
 3. Proposed Footpath (to be removed)

1. Existing Footpath
 2. Proposed Footpath
 3. Proposed Footpath (to be removed)

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 2. Proposed Footpath
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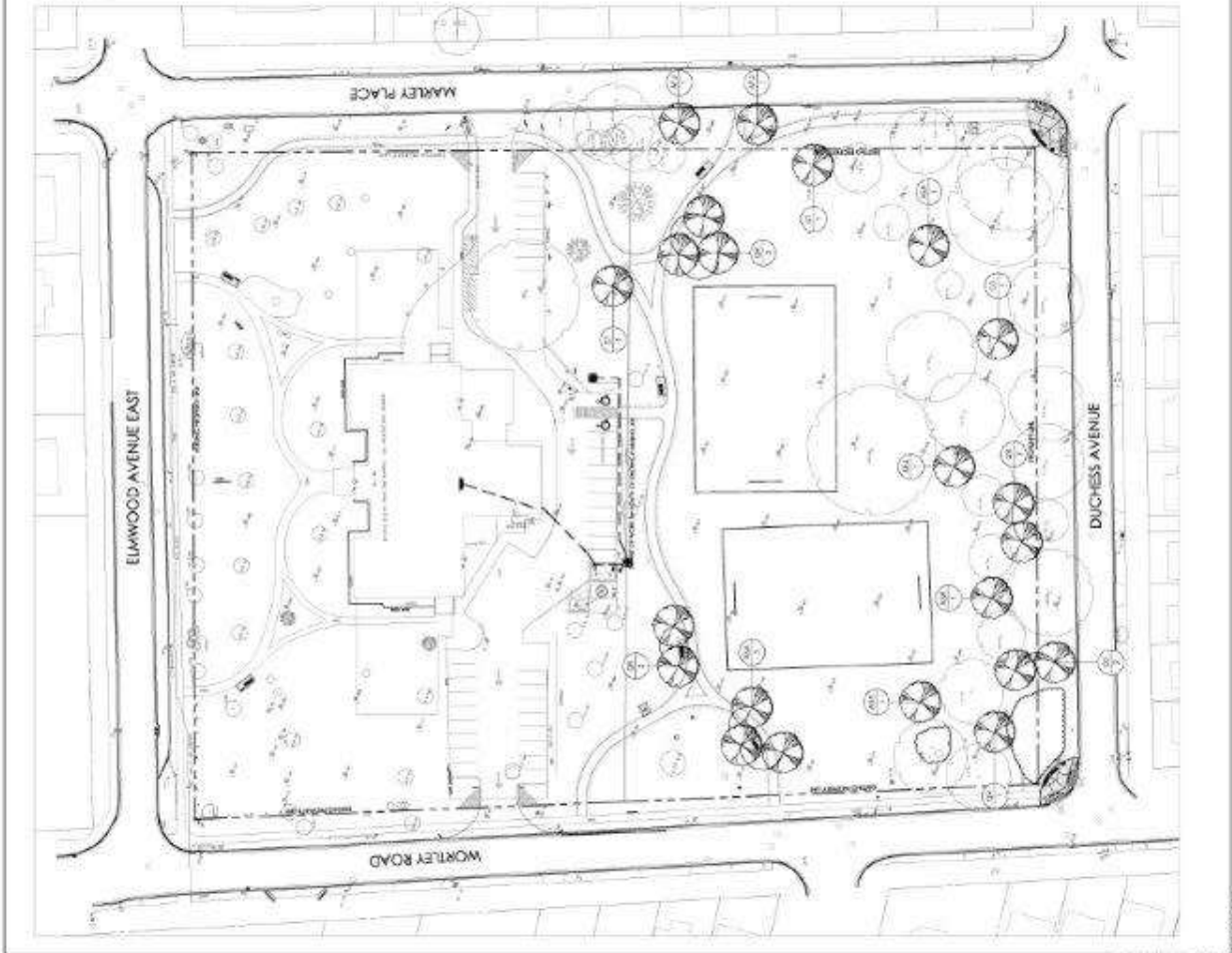
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1. Existing Footpath
 2. Proposed Footpath
 3. Proposed Footpath (to be removed)

Plant Species	Quantity	Planting Date	Planting Location	Notes
Plant Species 1	10	2018-04-01	Location 1	Notes 1
Plant Species 2	20	2018-04-01	Location 2	Notes 2
Plant Species 3	30	2018-04-01	Location 3	Notes 3
Plant Species 4	40	2018-04-01	Location 4	Notes 4
Plant Species 5	50	2018-04-01	Location 5	Notes 5
Plant Species 6	60	2018-04-01	Location 6	Notes 6
Plant Species 7	70	2018-04-01	Location 7	Notes 7
Plant Species 8	80	2018-04-01	Location 8	Notes 8
Plant Species 9	90	2018-04-01	Location 9	Notes 9
Plant Species 10	100	2018-04-01	Location 10	Notes 10



Scale: 1:1000
 Date: 2018-04-02
 Drawing No: L-460
 Sheet: 3 of 4
 Revision: 0

Figure 4: Drawing L-460: Planting Plan (April 2, 2018).



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DATE: 04/02/18
 DRAWN BY: K. Gonyou
 CHECKED BY: J. [Name]
 PROJECT NO: 18-019-L

SCALE: 1:100



DATE: 04/02/18

PROJECT NO: 18-019-L

PROJECT NAME: THE GREEN - PATHWAY IMPROVEMENTS

CLIENT: City of London

DESIGNER: Stantec

DATE: 04/02/18

SCALE: 1:100

SHEET NO: 0

TOTAL SHEETS: 4

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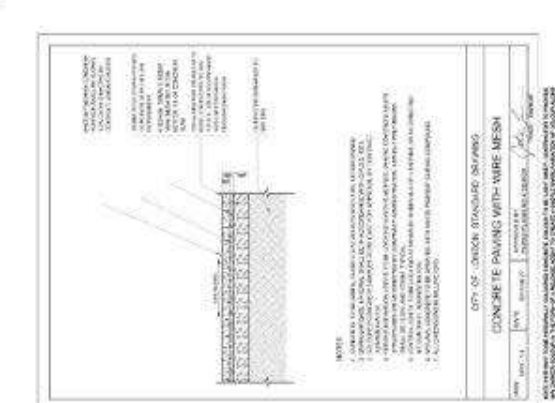
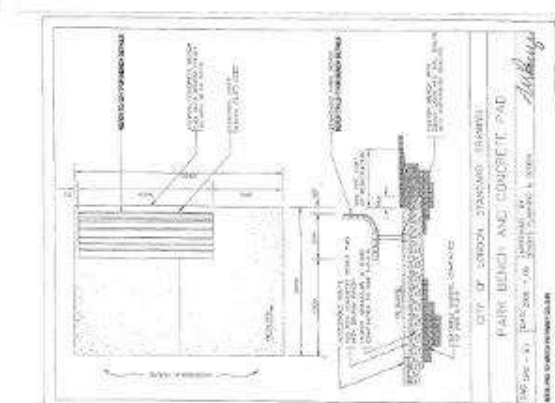
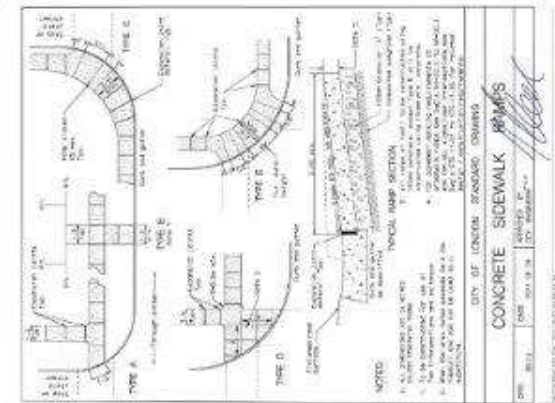
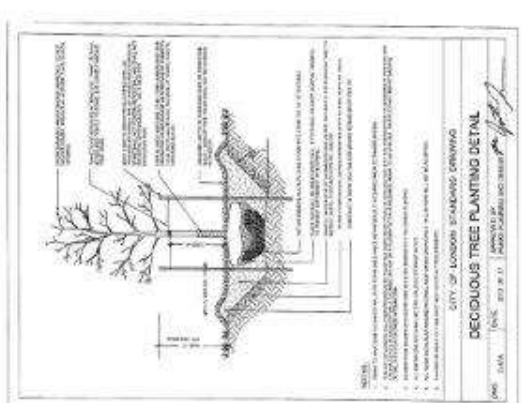
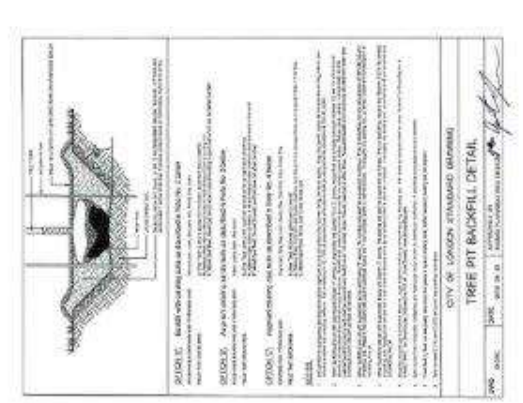
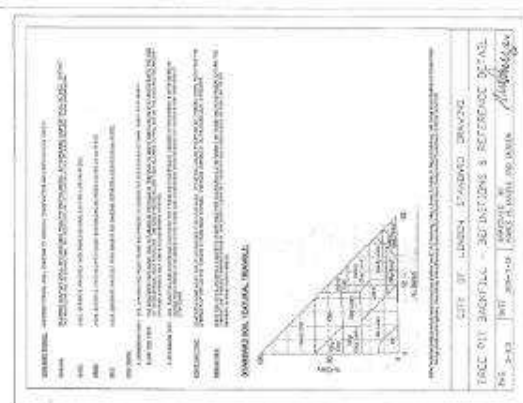


Figure 5: Drawing L-500: Landscape Details (April 2, 2018).



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North

LOGIC

DATE	BY	REVISION

Project No.



City of Markham
 City of London

THE GREEN - PATHWAY IMPROVEMENTS

Location: On-Corridor

LANDSCAPE DETAILS

Project No. 1814-0000

Sheet 5 of 6

Revision 0

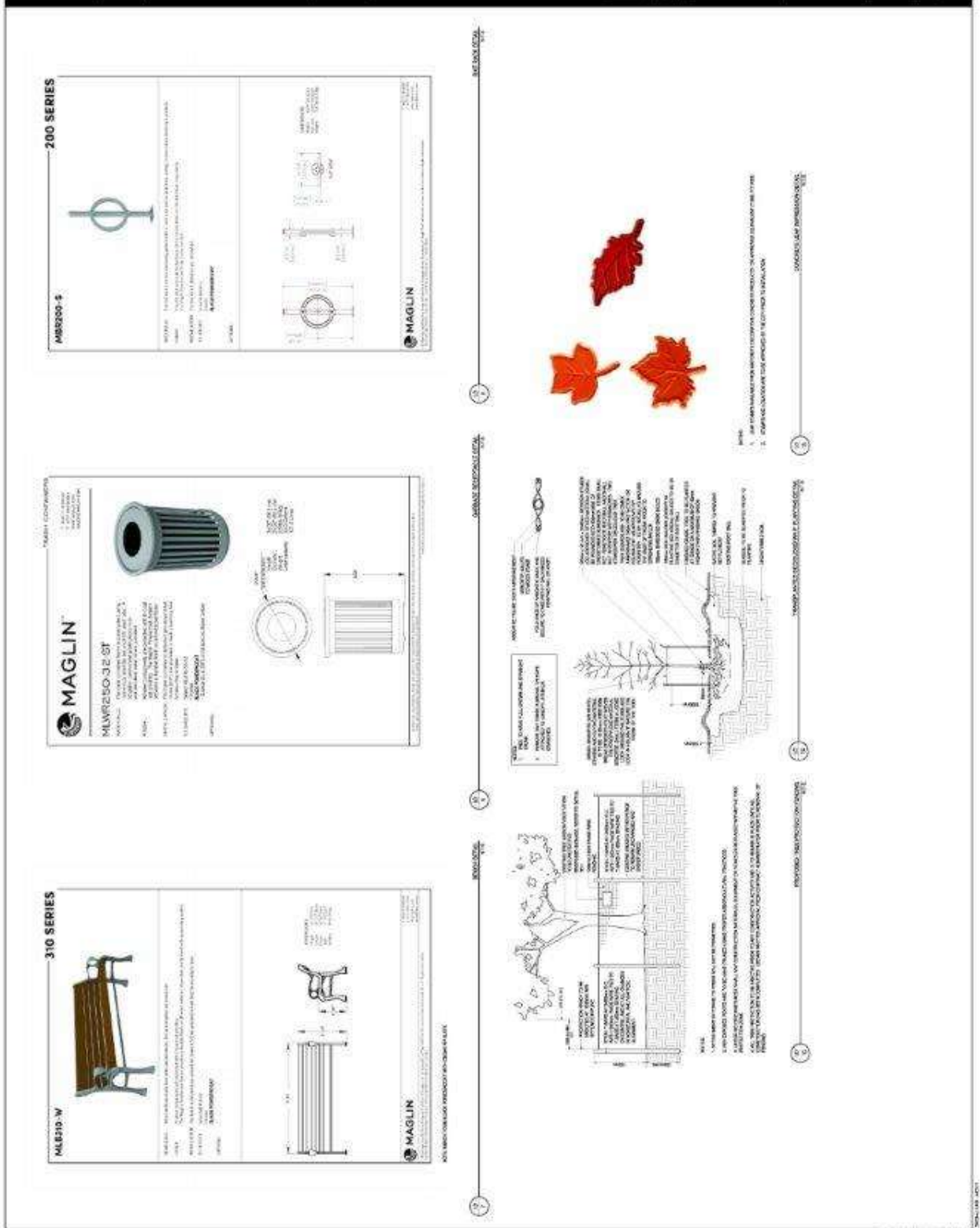


Figure 6: Drawing L-501: Landscape Details (April 2, 2018).

