

Heritage Impact Statement

112 St. James Street

London Property Corporation



December 18, 2018

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SECTION 1 - INTRODUCTION

1.1 Purpose of Heritage Impact Statement

The subject lands are located at 112 St. James Street and are adjacent to properties listed on the municipal register of heritage properties ("Register") (See Figure 1).

The Heritage Impact Statement is to address two separate planning processes. In addition to Site Plan Approval, an Official Plan and Zoning By-law amendment is required for a portion of the subject lands (see Figure 1).

The proposed Official Plan and Zoning By-law Amendment seeks to rezone the subject lands from their current Residential (R8-4) zone to the adjacent Residential (R9-7) zone. By rezoning and merging of the subject lands with 112 St. James Street, the proposed residential development will meet the general regulations of the Residential (R9-7) zone.

A Heritage Impact Statement is required by London Plan Policy 586 which states if a property is adjacent to properties listed on the Register the proposal must be evaluated to demonstrate that the heritage attributes of the properties listed on the Register are conserved.

Figure 1



SECTION 2 – SUBJECT SITE

2.1 Subject Site

The subject lands are located on the north side of St James Street, abutting Gibbons Park (west), and an existing high-rise apartment building (north) with low-rise apartment buildings to the east, fronting St. George Street. The subject lands are currently vacant; have a frontage of approximately 74.5 metres (244.4 ft) along St James Street, and an approximate area of 0.60 hectares (1.48 acres) (Figure 1).

SECTION 3 – MUNICIPAL REGISTER OF HERITAGE PROPERTIES

The municipal register of heritage properties must list all properties in the municipality that are designated under Part IV (individual property designation) and Part V (within a designated heritage conservation district) of the Ontario Heritage Act.

The Ontario Heritage Act (subsection 27(1.2)) also allows a municipality to include properties of cultural heritage value or interest that have not been designated in its municipal register.

Including non-designated properties in the municipal register is a means to identify properties that have cultural heritage value or interest to the community. The municipal register is an important tool in planning for the conservation of heritage properties and provides interim protection from demolition.

Listing a property of cultural heritage value or interest is the first step a municipality should take in the identification and evaluation of a property that may warrant some form of heritage conservation, recognition and/or long-term protection such as designation. In many cases, listed (non-designated) properties are candidates for protection under Section 29 of the Ontario Heritage Act.

Non-designated listed properties require further research and an assessment using a more comprehensive evaluation that is consistent with Ontario Regulation 9/06 prescribing criteria for determining property of cultural heritage value or interest. Although listing non-designated properties does not offer any protection under the Ontario Heritage Act, Section 2 of the Provincial Policy Statement of the Planning Act acknowledges listed properties.

The subject lands are not listed on municipal register of heritage properties.

3.1 Adjacent Properties designated under the Ontario Heritage Act

The subject lands are not adjacent to properties designated under the Ontario Heritage Act.

3.2 Adjacent Non-designated Properties

The subject lands are adjacent to 830 and 837 Talbot Street, both are listed non-designated properties (See Figure 2 & Appendix 2).

Figure 2

830 Talbot Street

- c. 1865
- Priority 2
- Gothic Revival



837 Talbot Street

- c. 1915
- Priority 2
- Georgian Revival



SECTION 4 – POLICY REVIEW

4.1 Provincial Policy Statement 2014 (PPS)

The Provincial Policy Statement (PPS), issued under the authority of Section 3 of the Planning Act “provides policy direction on matters of provincial interest related to land use planning” in order to ensure efficient, cost-efficient development and the protection of resources. All planning applications are required to be consistent with these policies.

Policies in the 2014 PPS relevant to the subject lands are as follows:

*“Planning authorities shall not permit development and site alteration on **adjacent lands** to **protected heritage property** except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.” Section 2.6.3*

6.0 PPS Definitions:

Built heritage resources: means a building, structure, monument, installation or any manufactured remnant that contributes to a property’s cultural heritage value or interest as identified by a community, including an Aboriginal community. Built heritage resources are generally located on property that has been designated under Parts IV or V of the Ontario Heritage Act, or included on local, provincial and/or federal registers.

Significant (e) in regard 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, an event, or a people.

Adjacent lands (d) means those lands contiguous to a protected heritage property or as otherwise defined in the municipal official plan.

Protected heritage property means property designated under Parts IV, V, or VI of the Ontario Heritage Act; property subject to a heritage conservation easement under Parts II or IV of the Ontario Heritage Act; property identified by the Province and prescribed public bodies as provincial heritage property under the Standards and Guidelines for Conservation of Provincial Heritage Properties; property protected under federal legislation, and UNESCO World Heritage Site.

Heritage attributes means the principal features or elements that contribute to a protected heritage property's cultural heritage value or interest, and may include the property's built or manufactured elements, as well as natural landforms, vegetation, water features, and its visual setting (including significant views or vistas to or from a protected heritage property).

4.2 The London Plan

The new City of London Official Plan (The London Plan) has been adopted by Council, but is subject of several appeals to the Local Planning Appeal Tribunal (LPAT). Notwithstanding, consideration must be given to the following Cultural Heritage policies:

565 *"New development, redevelopment, and all civic works and projects on and adjacent to heritage designated properties and properties listed on the Register will be designed to protect the heritage attributes and character of those resources, to minimize visual and physical impact on these resources. A heritage impact assessment will be required for new development on and adjacent to heritage designated properties and properties listed on the Register to assess potential impacts, and explore alternative development approaches and mitigation measures to address any impact to the cultural heritage resource and its heritage attributes."* (Under Appeal)

586 *"The City shall not permit development and site alteration on adjacent lands to heritage designated properties or properties listed on the Register except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the heritage designated properties or properties listed on the Register will be conserved."* (In Effect)

4.3 City of London Official Plan

Since policy 565 is subject to an appeal at LPAT and is not in force, Section 13 of the existing in force Official Plan applies.

Section 13 provides policies regarding the cultural heritage value of properties in London. Consideration was given to the following policies in the Official Plan:

Section 13.2.3.1 – Alteration or Demolition on Adjacent Lands

"Where a heritage building is protected under Parts IV, V or VI of the Ontario Heritage Act, development, site alteration or demolition may be permitted on adjacent lands where it

has been evaluated through a Heritage Impact Statement, and demonstrated to the satisfaction of Council that the heritage values, attributes and integrity of the protected heritage property are retained. For the purposes of this section, adjacent lands shall include lands that are contiguous, and lands that are directly opposite a protected heritage property, separated only by a laneway or municipal road."

4.4 Ontario Heritage Tool Kit

The Ontario Ministry of Tourism, Culture and Sport developed the Ontario Heritage Tool Kit as a guide to help understand the heritage conservation process in Ontario.

The tool kit provides guidelines for the preparation of heritage studies, such as Heritage Impact Statements and provides a list of possible negative impacts on a cultural heritage resource. These include, but are not limited to, the following impacts:

1. Destruction of any, part of any, significant heritage attributes or features;
2. Alteration that is not sympathetic, or is incompatible with the historic fabric and appearance;
3. Shadows created that alter the appearance of a heritage attribute or change the viability of a natural feature or plantings, such as a garden;
4. Isolation of a heritage attribute from its surrounding environment, context or a significant relationship;
5. Direct or indirect obstruction of significant views or vistas within, from, or of built and natural features;
6. A change in land use where the change in use negates the property's cultural heritage value; and
7. Land disturbances, such as change in grade that alters soils and drainage patterns that adversely affect cultural heritage resources.

SECTION 5 – PROPOSED DEVELOPMENT

The proposal is for a 13-storey residential apartment building. The proposed building will be located abutting Gibbons Park with driveway access on St. James Street. The proposed building will be in keeping with the built form and scale of the adjacent high-density residential building to the North. The building is compliant with the appropriate setbacks regulated by the City of London Zoning By-law. The proposed building location allows for a stronger street presence on St. James Street and a more prominent development presence along this branch of the Thames River.

A new driveway access is proposed to the south, proximate to the main entrance of the building for convenient pick-up and drop-off. This internal driveway has direct access to St. James Street. The parking area will be located to the east of the building, appropriately screened from the street and adjacent properties using landscaping where possible. Additional parking will be located underground in order to provide adequate parking for the residents of the building. Garbage will be stored internally.

The proposed high-rise apartment building will have its entrance along the south facing façade most proximate to St. James Street; this is convenient for the pedestrian and visitors to the site via transit, or alternate modes of transportation. New sidewalk connections will connect the existing

public sidewalk along the St. James Street to the entrance, and parking area on the south facing wall of the building.

The proposed building is of a modern and contemporary style with a mix of brick and cladding materials on all facades with large bay windows for a more open concept. The proposed materials include a variety of coloured brick, and glass.

Outdoor common amenity space and landscaping is provided to the north and west of the proposed building with a patio for each of these units (north and west wall) overlooking Gibbons Park and the Thames River. The subject lands have many mature trees throughout the site particularly along the western portion. Where feasible, the existing trees will be maintained and incorporated into the site design. New landscaping will help integrate the new proposed buildings

See Appendix 1 for the proposed Site Plan and Elevations.

SECTION 6 – ANALYSIS AND MITIGATION

6.1 Provincial Policy Statement 2014 (PPS)

The proposed development is consistent with the policies of the 2014 Provincial Policy Statement.

There are no protected heritage properties adjacent to the subject lands as per the PPS definition of “protected heritage property”.

Adjacent non-designated listed properties are not considered protected heritage properties. The PPS definition of a protected heritage property means *property designated under Parts IV, V, or VI of the Ontario Heritage Act; property subject to a heritage conservation easement under Parts II or IV of the Ontario Heritage Act; property identified by the Province and prescribed public bodies as provincial heritage property under the Standards and Guidelines for Conservation of Provincial Heritage Properties; property protected under federal legislation, and UNESCO World Heritage Site.*

6.2 The London Plan

The following consideration was given to the London Plan policy 565 and 586. In general, both policies state that if a property is adjacent to heritage designated properties, or properties listed on the Register, the proposal must be evaluated to demonstrate that the heritage attributes of the heritage designated properties and properties listed on the Register are conserved.

There are no heritage designated properties adjacent to the subject lands.

The subject lands are adjacent to two listed non-designated properties on the Register, and they have been evaluated using Ontario Heritage Act Regulation 9/06 through the St. George-Grosvenor Heritage Conservation District Study. It is anticipated these two properties will be designated under Part V of the Ontario Heritage Act and will be a part of the future Great Talbot Heritage Conservation District. As they are non-designated properties at this time, the defined “heritage attributes” are considered to be potential or draft.

Please see Appendix 2 for the review of both properties from the Revised St. George - Grosvenor Heritage Conservation District Study, Volume IV Appendix F, Inventory – November 24, 2016.

As the Great Talbot Heritage Conservation District Guidelines have not been prepared yet, the site-specific Grosvenor Gate Compatibility Guidelines will be relied on. The proposed development is consistent with the following guidelines:

- The new building is located at the end of Talbot Street at St. James Street to visually complete the street line;
- The majority of surface parking will be located underground and screened from the public view along streetscape;
- The massing and height of the new buildings is distributed on the site in such a manner to provide transition between the existing high-rise buildings on the site and existing houses in the neighbourhood;
- The building elevation is articulated to provide visual interest along the streetscapes;
- Where appropriate, foundation plantings and other plantings will be provided to help visually integrate new buildings into the landscape of the subject lands;
- Landscaping is proposed to shade, visually enhance, and screen surface parking areas from public view.

A Shadow Study has been prepared by HGA Limited and concluded that no shadows are casted on the adjacent properties to the south (See Appendix 3).

6.3 City of London Official Plan

The proposed development is consistent with Section 13.2.3.1 of the City of London Official Plan. There are no lands that are contiguous, or that are directly opposite (separated only by a laneway or municipal road) that are protected under Parts IV, V or VI of the Ontario Heritage Act.

6.4 Ontario Heritage Tool Kit

As per the Ontario Heritage Tool Kit, there are no lands that are adjacent to the subject lands that are protected under Parts IV, V or VI of the Ontario Heritage Act. The tool kit states "...listing non-designated properties does not offer any protection under the Ontario Heritage Act..." It does state the Provincial Policy Statement does acknowledge listed properties, however, not adjacent listed properties. It acknowledges adjacent protected heritage property, which does not include listed non-designated properties.

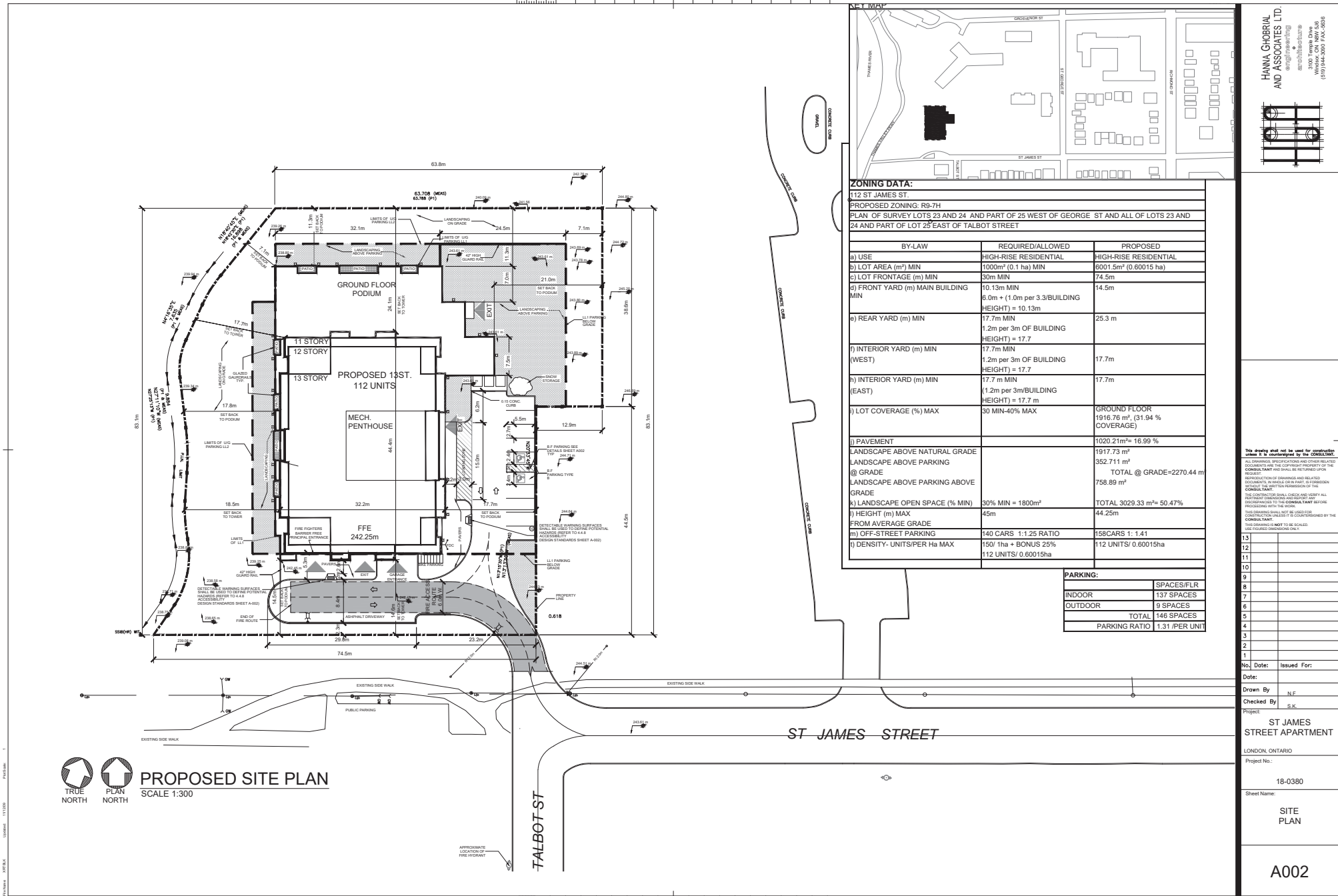
The adjacent listed properties are not protected under the Ontario Heritage Act, therefore are not considered protected heritage properties as per the PPS.

SECTION 7 – CONCLUSION

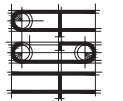
It is our opinion, when 830 and 837 Talbot Street are to be designated for their contribution to the Future Great Talbot Heritage Conservation District, the adjacent proposed development would not have a negative impact on their potential heritage attributes.

The scale and massing of the proposed building is compatible with the surrounding area, and will not create adverse impacts on the existing residential neighbourhood. The proposal introduces an attractive, aesthetically pleasing building with a positive contribution to the existing streetscape and river's edge.

Appendix 1-3



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ZONING DATA:		
112 ST JAMES ST.		
PROPOSED ZONING: R9-7H		
PLAN OF SURVEY LOTS 23 AND 24 AND PART OF 25 WEST OF GEORGE ST AND ALL OF LOTS 23 AND 24 AND PART OF LOT 25 EAST OF TALBOT STREET		
BY-LAW	REQUIRED/ALLOWED	PROPOSED
a) USE	HIGH-RISE RESIDENTIAL	HIGH-RISE RESIDENTIAL
b) LOT AREA (m²) MIN	1000m² (0.1 ha) MIN	6001.5m² (0.60015 ha)
c) LOT FRONTAGE (m) MIN	30m MIN	74.5m
d) FRONT YARD (m) MAIN BUILDING MIN	10.13m MIN 6.0m + (1.0m per 3.3/BUILDING HEIGHT) = 10.13m	14.5m
e) REAR YARD (m) MIN	17.7m MIN 1.2m per 3m OF BUILDING HEIGHT = 17.7	25.3 m
f) INTERIOR YARD (m) MIN (WEST)	17.7m MIN 1.2m per 3m OF BUILDING HEIGHT = 17.7	17.7m
h) INTERIOR YARD (m) MIN (EAST)	17.7 m MIN (1.2m per 3m/BUILDING HEIGHT) = 17.7 m	17.7m
i) LOT COVERAGE (%) MAX	30 MIN-40% MAX	GROUND FLOOR 1916.76 m² (31.94 % COVERAGE)
j) PAVEMENT		1020.21m²= 16.99 %
LANDSCAPE ABOVE NATURAL GRADE		1917.73 m²
LANDSCAPE ABOVE PARKING @ GRADE		352.711 m²
LANDSCAPE ABOVE PARKING ABOVE GRADE		TOTAL @ GRADE=2270.44 m²
k) LANDSCAPE OPEN SPACE (% MIN)	30% MIN = 1800m²	758.89 m²
l) HEIGHT (m) MAX FROM AVERAGE GRADE	45m	TOTAL 3029.33 m²= 50.47%
m) OFF-STREET PARKING	140 CARS 1:1.25 RATIO	44.25m
n) DENSITY- UNITS/PER Ha MAX	150/1ha + BONUS 25% 112 UNITS/ 0.60015ha	158CARS 1: 1.41 112 UNITS/ 0.60015ha

PARKING:	
INDOOR	SPACES/FLR
OUTDOOR	137 SPACES
TOTAL	9 SPACES
PARKING RATIO	1.31 /PER UNIT

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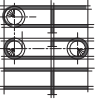
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Drawn By: N.F.
Checked By: S.K.
Project:

ST JAMES STREET APARTMENT
LONDON, ONTARIO
Project No.:

18-0380
Sheet Name:
SITE PLAN

A002



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By _____		Author
By _____		Checker

Project: ST. JAMES APARTMENTS

Project No.:	18-0380
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Sheet Name:

**PERSPECTIVE
VIEWS**

A 405

Civic Address: 830 Talbot Street

Assessment Roll No: 010511026000000

Legal Description: PLAN 65 PT LOT 1 PT LOT 2 70.00FR 126.75D

Designation/Listing Status: Listed (Priority 2)

Property History

Date of Construction: c. 1870

Architect and/or Builder: Unknown

Historic Associations: This property was one of the earliest developed at the north end of Talbot Street, and for a long time was identified at 115 St. James Street. Identified in early city directory files as simply "Corner of Talbot and St. James Street," the property was initially lived on by John Dyas, listed first as a city missionary in 1872, and later as an assistant editor for the *Farmer's Advocate*. He lived at the property from c. 1870 to 1889 when a H.H. Tancock becomes the new owner of the property.

Property Description:

This house is described as a Gothic Revival style. The house has undergone several additions over the years. Fire Insurance Plans and Geodetic Survey maps show a small addition on the south side between 1907 and 1915, another addition on the south west corner between 1926 and 1929. Fire Insurance Plans and aerial photographs shows a large garage and addition to the back, south east corner of the house was added between 1940 and 1965.

The oldest part of the house is a white brick one and a half storey home with medium gable roof, two gable dormers on the west elevation and a gable dormer on the east elevation. The layout of the oldest part of the house is as an "L" shape.

The dormers and the north gable end of the house has decorative bargeboard. The dormer bargeboard is a wavy pattern. There are four windows on the west side of this part of the house, two on the first floor and two on the second in the dormers. These window openings are vertically oriented with segmented arches of brick voussoirs. Windows have shutters and simple stone sills.

Later additions to the house have large window openings that are more horizontally oriented than vertical. The earliest additions are also in white brick but the latest addition is clad in siding.



This house sits on a corner lot facing Talbot Street. The house is set well back from each street on a large lot. It is approximately 2 metres from its front property line and almost 19 metres from the edge of the street.

Heritage Attributes

- Vertically oriented window openings with associated brick details on the earliest part of this building
- Gable roof with gabled dormers
- Decorative trim in the dormers
- White brick cladding on the earliest parts of the house
- Historic association with John Dyas

Contributing/Non-Contributing: TBD

Sources

- Fire Insurance Plans, 1892 Rev. 1907; 1912 Rev. 1915; 1912 Rev. 1922; 1912 Rev. 1929; 1912 Rev. 1940
- Geodetic Survey Map 1926
- London City Directories
- London Advisory Committee on Heritage, City of London, Inventory of Heritage Resources, 2006
- Air Photographs 1950, 1955, 1965

Civic Address: 837 Talbot Street**Assessment Roll No:** 010500001000000**Legal Description:** PL 30 PT LT 21,22 W TALBOT PT RESERVE OR PARK LOT PT TALBOT ST RP 33R6770 PART 1 RP 33R7263 PART 1,2,3 2.02AC 186.49FR**Designation/Listing Status:** Listed, (Priority 2)

Property History**Date of Construction:** 1915**Architect and/or Builder:** Unknown

Historic Associations: Constructed on what can be considered one of the earliest connections to the Western Fair in London, the large house and property at 837 Talbot Street was constructed in 1915 but its property holds a deep historic association with one of London's oldest institutions. The house is built "almost exactly [on] the site of the old Western Fair Agricultural Hall" (Lutman 1982: 16). The property was originally home to the Western Fair Agricultural Hall, known as Simcoe Castle of the Middlesex Agricultural Society. Prior to any development on the west side of Talbot Street, Simcoe Castle was the lone building on this side of the street. However, in 1915 the property joined the rest of the residential properties on the street when the existing two-storey house was built for Edward E. Reid, a prominent official for the London Life Insurance Company. The outer and inner walls of the house are purported to have been constructed of the bricks from Simcoe Castle.

Beginning his career as a Business Clerk in 1894, Edward Reid eventually rose within the London Life Insurance Company to fill numerous executive positions. Between 1932 and 1941 he was the President and Managing Director of the London Life Insurance Company, and also filled numerous industry positions including President of the Life Officer's Association, Associate of the Actuarial Society of America, as well as being a member of the Chamber of Commerce, the YMCA, and a Senate member for the University of Western Ontario. Upon his passing, his son Robert H. Reid took over as the Managing Director of the London Life Insurance Company. Like his father, he continued to climb the corporate ladder and by 1956 served as the President of London Life. He would remain in the position until 1971. The property at 837 Talbot remained within the Reid family until 1973 when it was sold to Alfred Hillman, a real estate agent. The property changed hands throughout the late 20th century and by 2003 it was purchased by St. Joe's Hospital to be used as a hospice. It was sold again in 2013 to the Canadian Mental Health Association.



Property Description

This house displays features present in both Georgian Revival and Edwardian Classicism but does not embrace either entirely (Villers 2014: 10).

The house is a large two and a half storey building with shed dormers. The house has a chimney on each side. The front of this house is not symmetrical; the front door is off set to the north of centre on the front elevation. The front elevation has five windows on the first floor, two windows at either side of the front facade area arranged in groups of three sections. Three other small vertically oriented windows are also on the first floor. The large first floor window openings have segmented arches. The front door has sidelights on both side and transom light over the door. The door is framed with a plain pediment over the top and large square columns along the sides.

Approximately half way up the front elevation is a bay window. The front elevation also has three windows on the second floor. The two on either side match, however the third above the main entrance is smaller. Second floor windows have shutters.

The roof has a central shed dormer on the front and parallel gable dormers on the sides.

The house is clad in grey stucco.

This is a large property backing on to the river. It is approximately 4 metres from the front property line and 15.5 metres from the edge of the street.

Heritage Attributes

- The two storey scale and massing
- The large setback from the street
- The arrangement of window and door openings on the front elevation
- The shed dormers on the roof, including their placement on the structure

Contributing/Non-Contributing: TBD

Sources

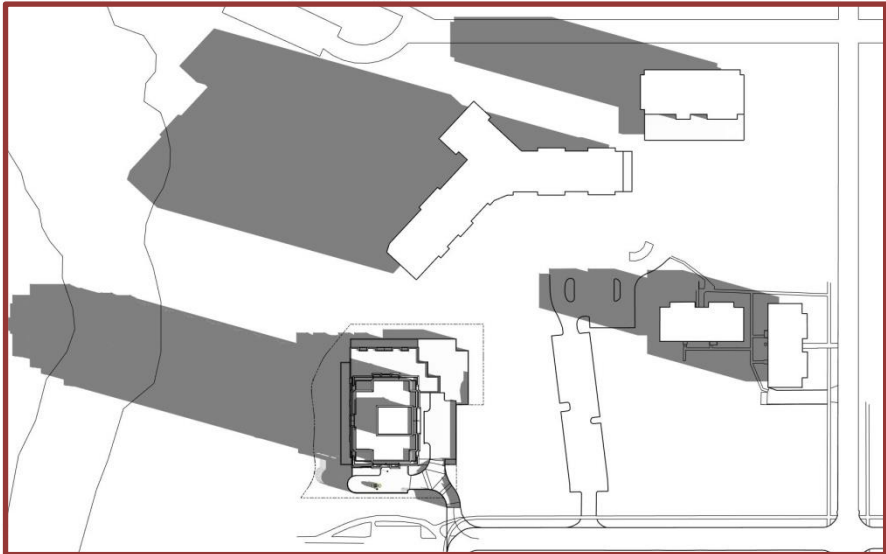
- London Advisory Committee on Heritage. City of London Inventory of Heritage Resources. 2006.
- Villars, Emily. 2014. London Heritage Designation Report 837 Talbot Street. London Built Heritage Resources Evaluation.
- Lutman 1982: 16

Shadow Study: Proposed 13 Storey Development

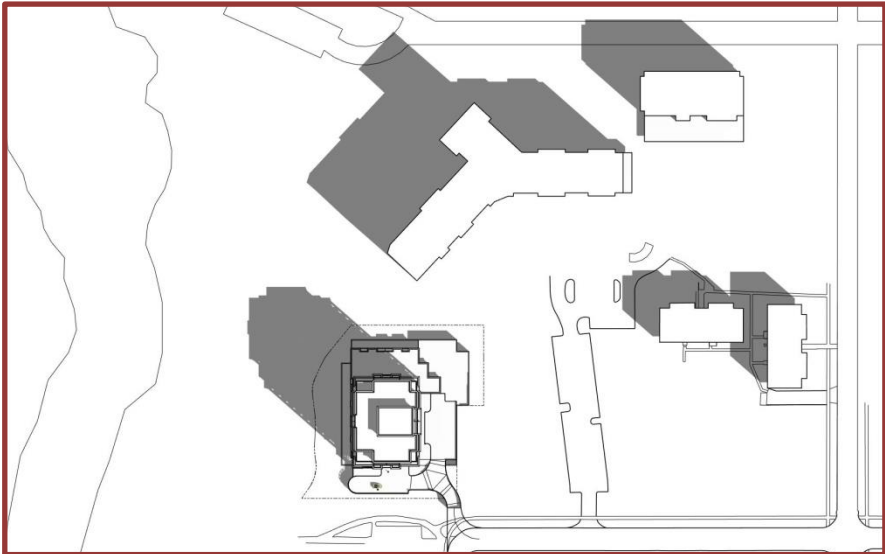
112 ST JAMES ST.

March 21st
(Spring Equinox)

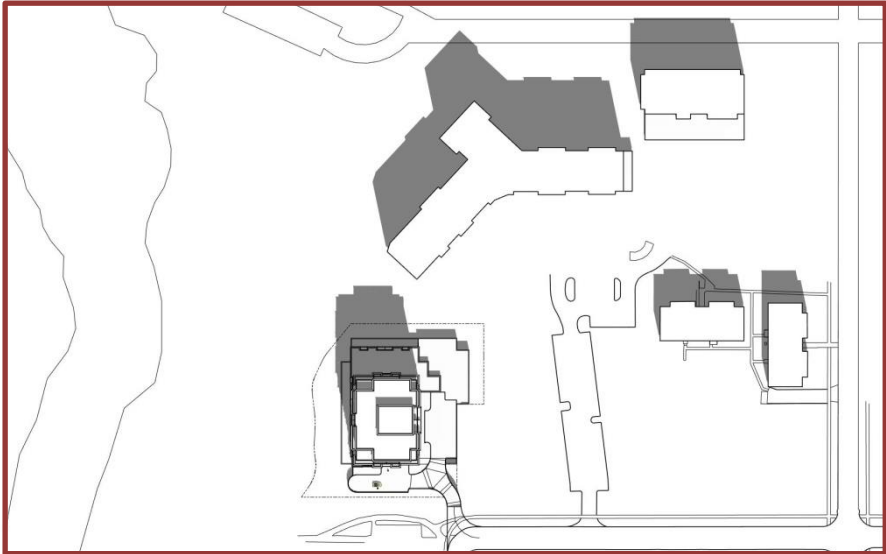
- Overall minimal impact on the surrounding buildings throughout the day.
- Early morning shadows are cast on North Thames River
- Afternoon shadows (10:00-16:00) are mostly self contained to site of 112 St James Street.
- Evening shadows cast on surrounding building 291 and 295 St George Street only after 5pm.



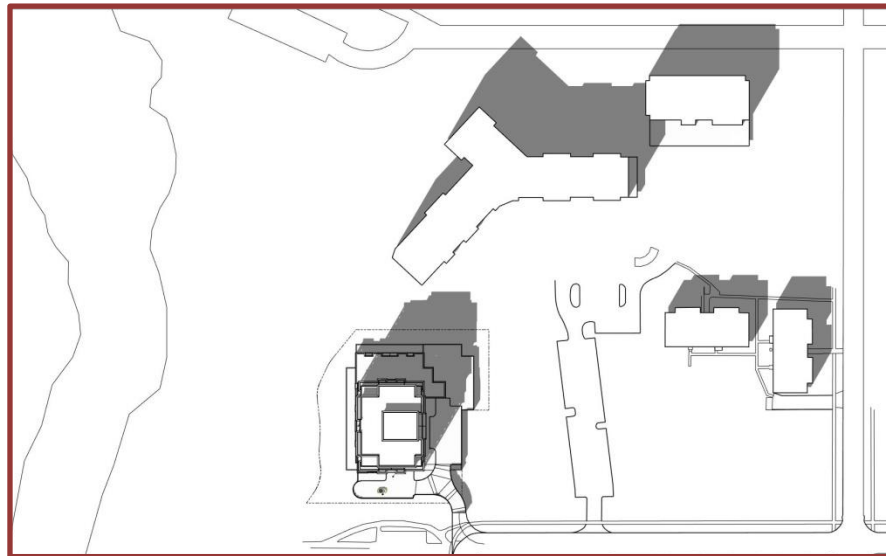
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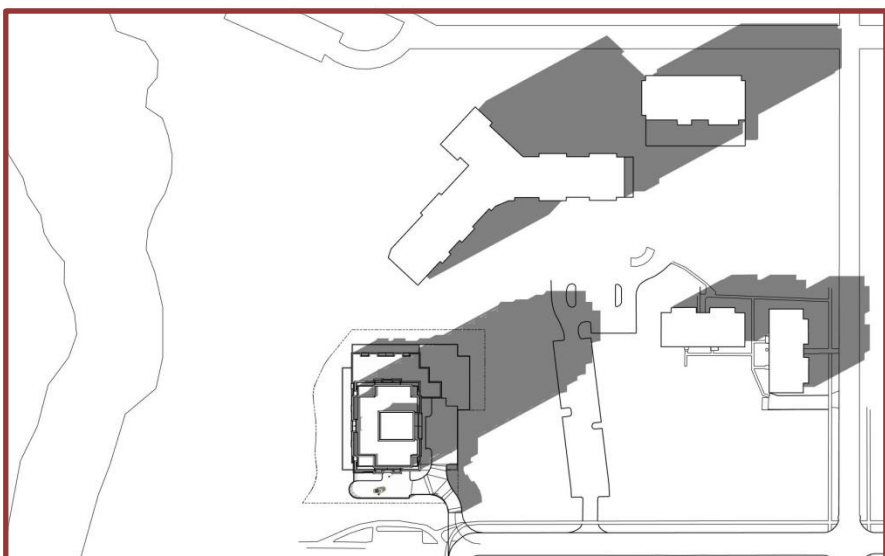
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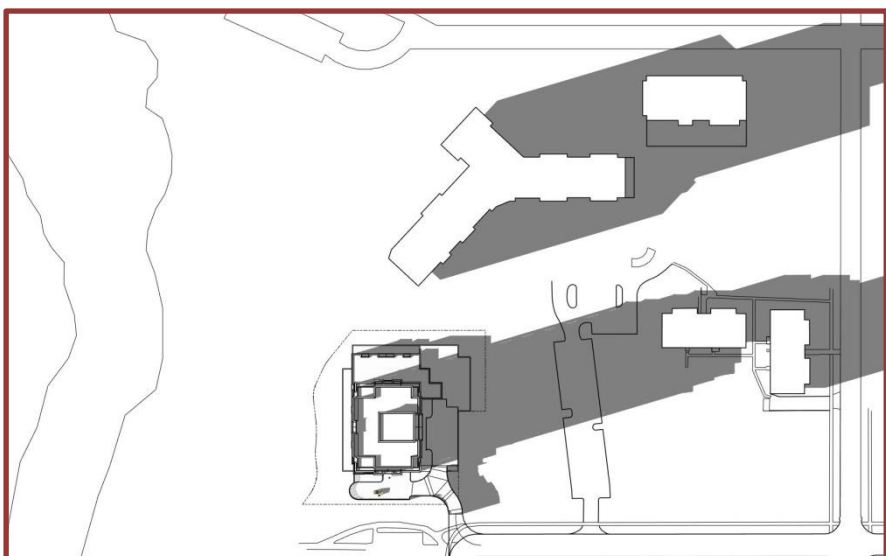
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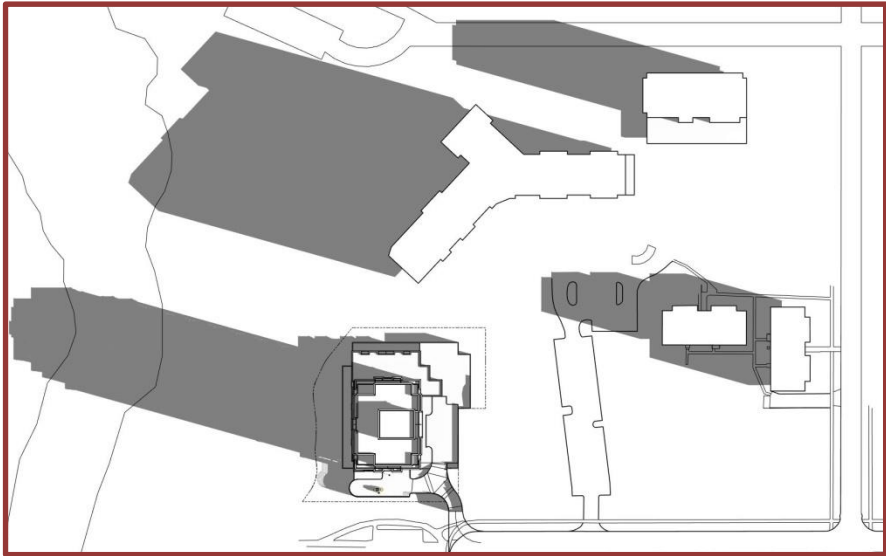
HGA Limited
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Shadow Study: Proposed 13 Storey Development

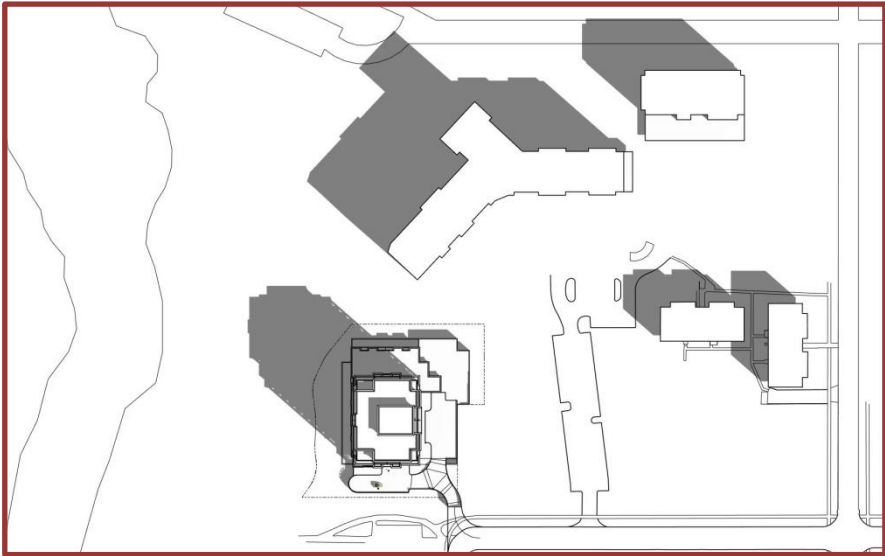
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September 21st
(Fall Equinox)

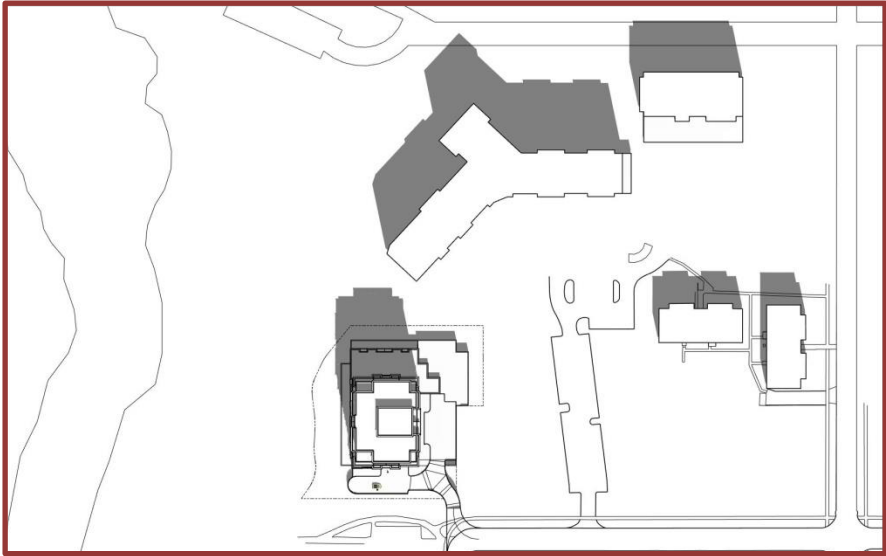
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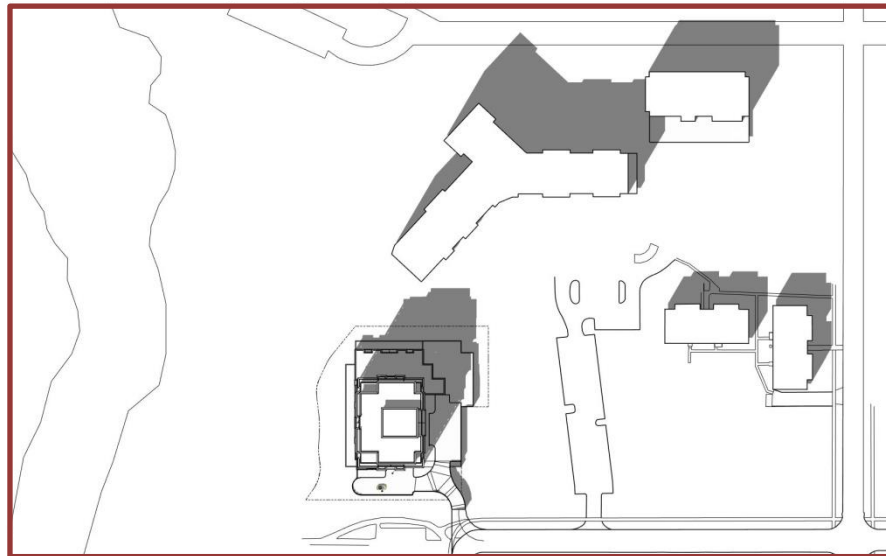
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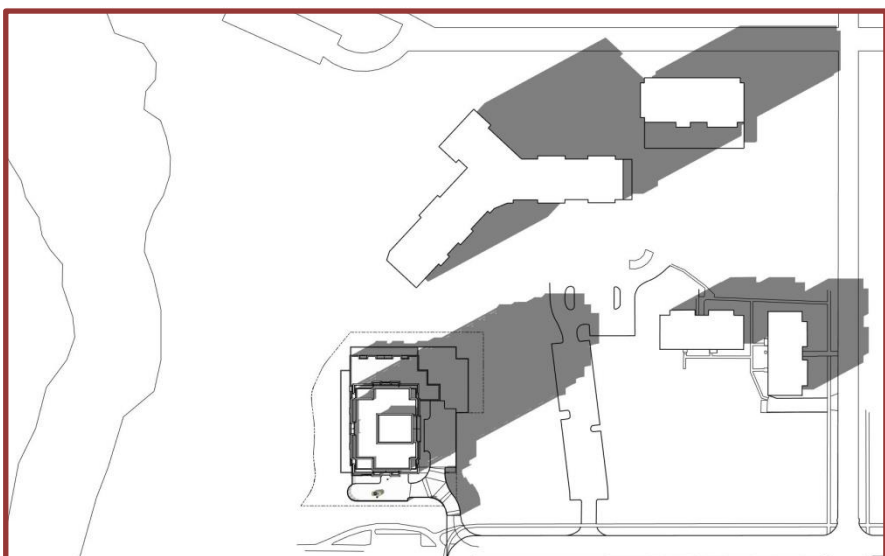
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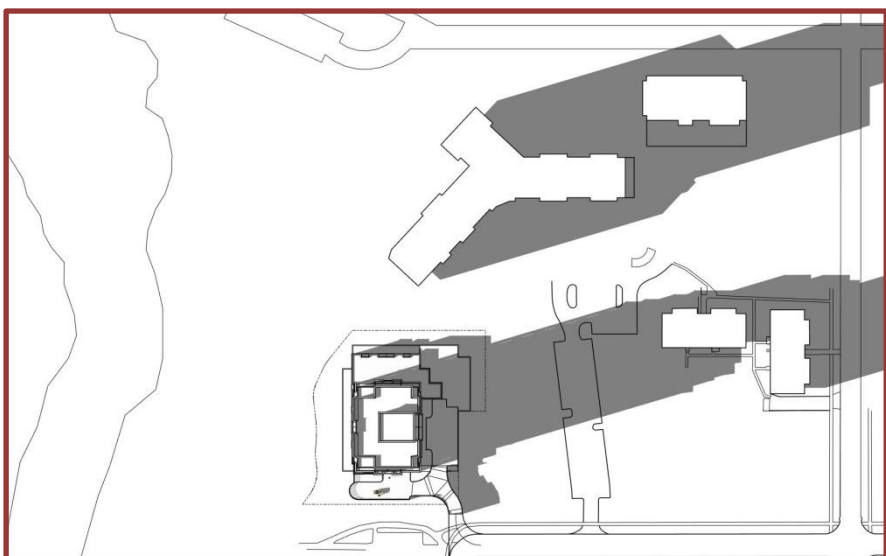
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14:00



16:00



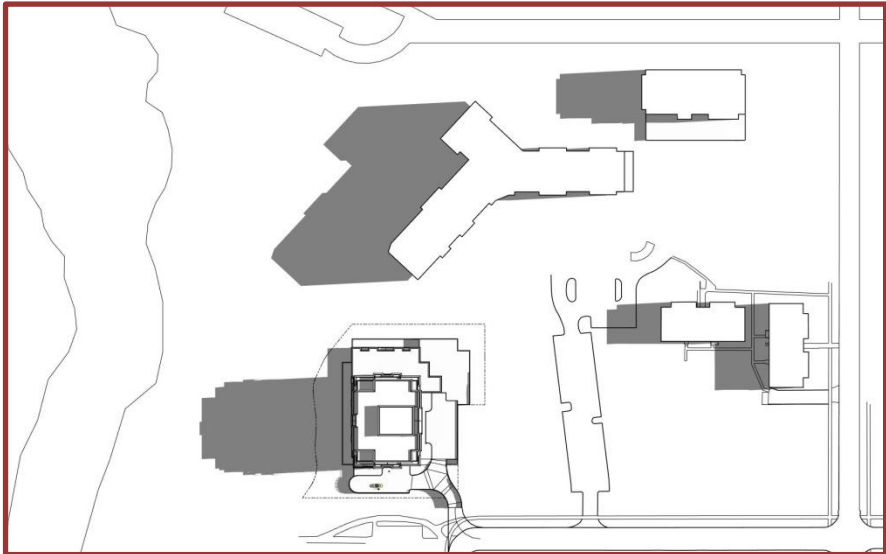
17:00



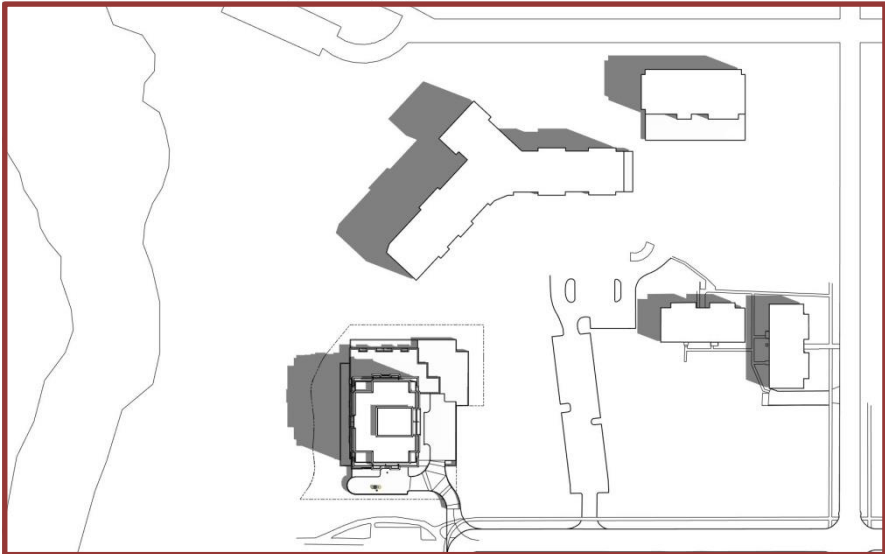
HGA Limited
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Windsor, Ont

June 21st
(Summer Solstice)

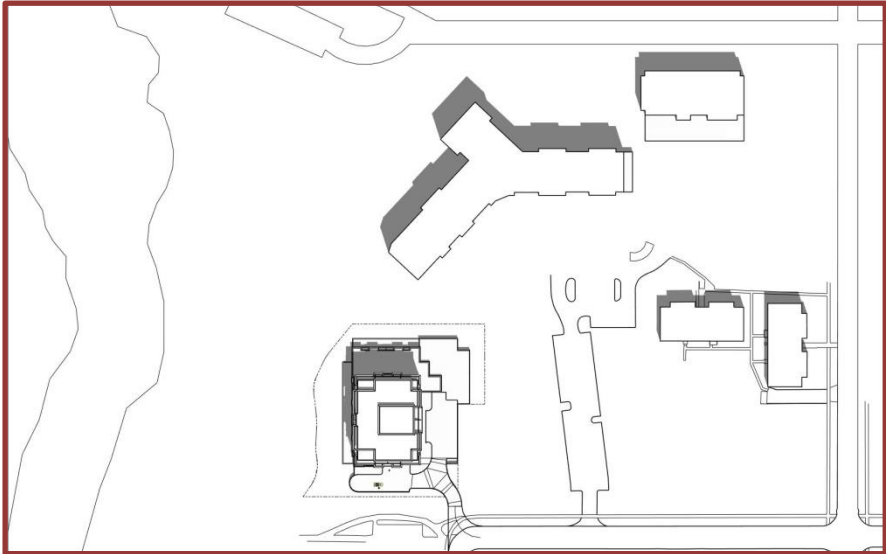
- Overall minimal impact on the surrounding buildings throughout the day.
- All through out the day the shadows are mostly self contained within building site, 112 St James Street.



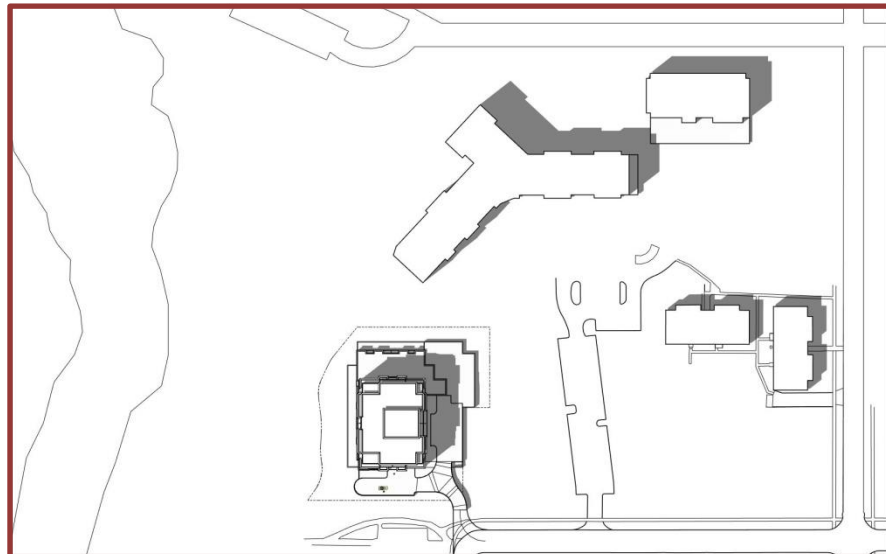
8:00



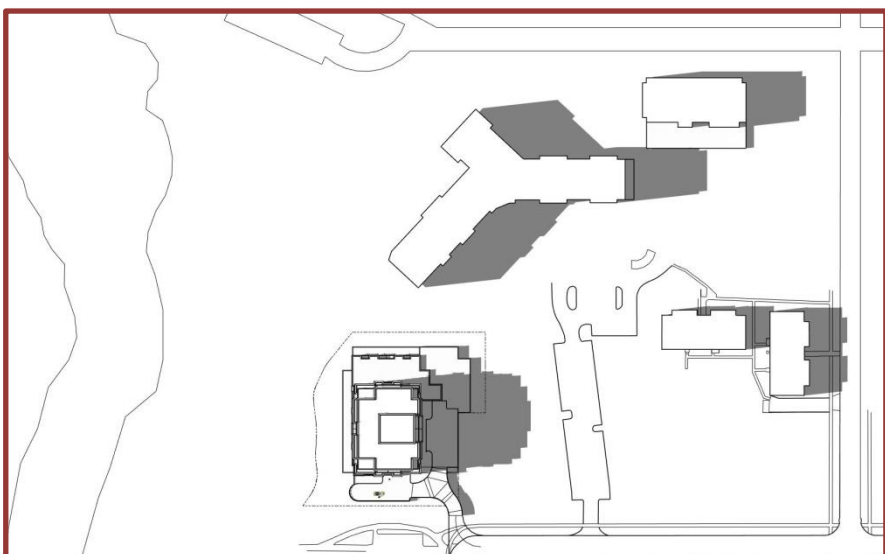
10:00



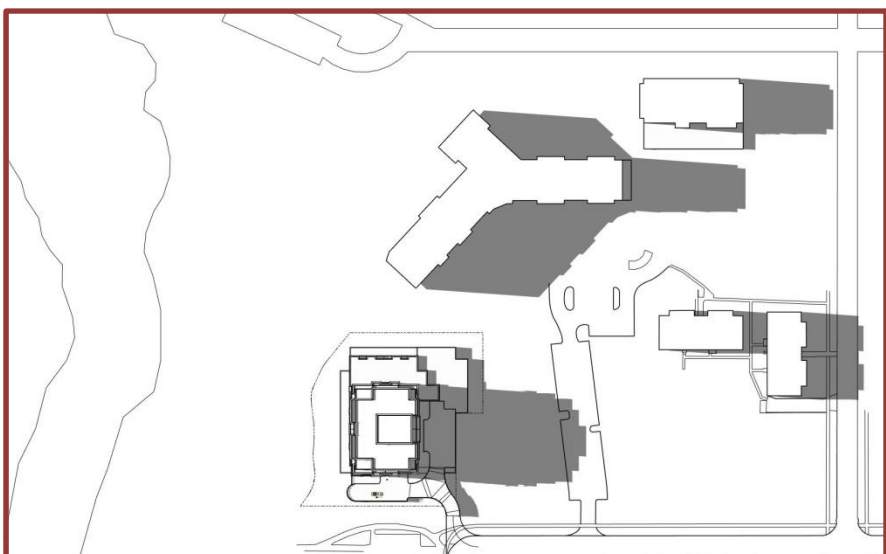
12:00



14:00



16:00



17:00



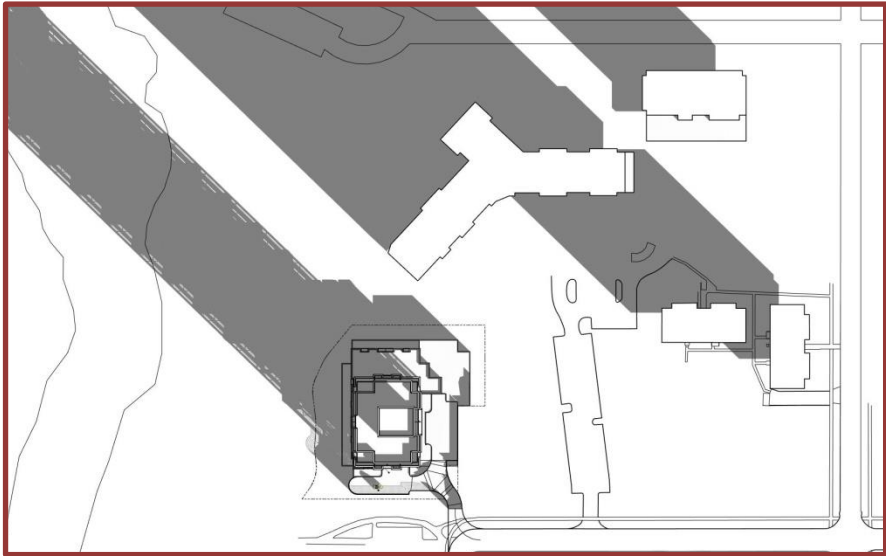
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Shadow Study: Proposed 13 Storey Development

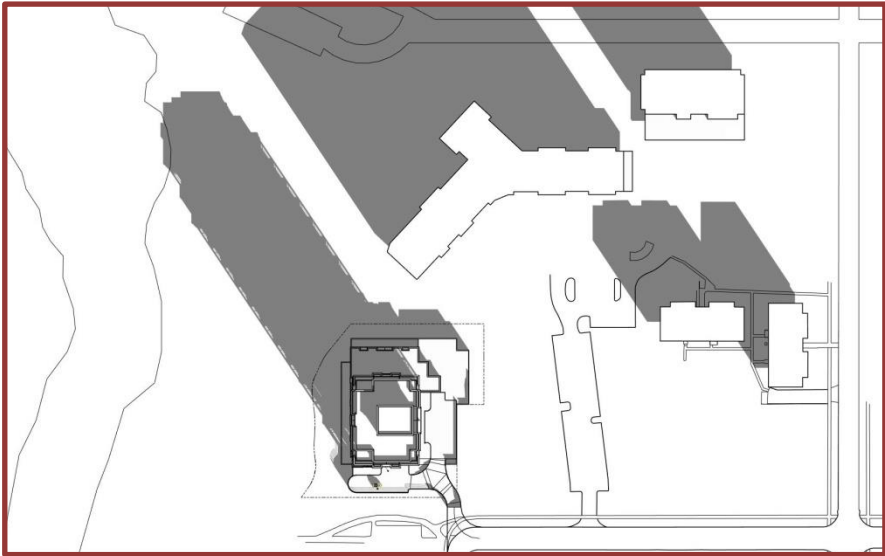
112 ST JAMES ST.

December 21st
(Winter Solstice)

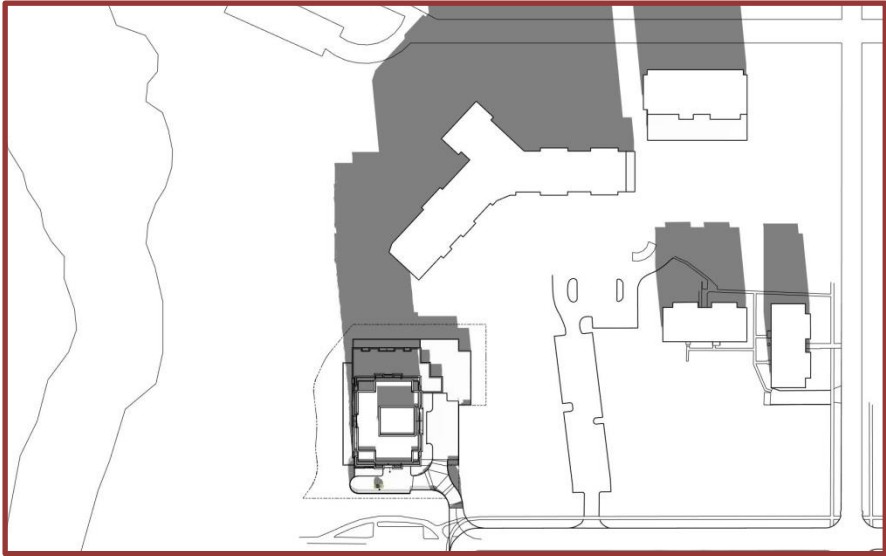
- Early morning shadows are cast on North Thames River.
- Shadows are cast on surroundings , 1 Grosvenor street, only after 12pm.
- Shadows are cast on 291 and 295 St George Street and 9 Grosvenor, only after 4pm



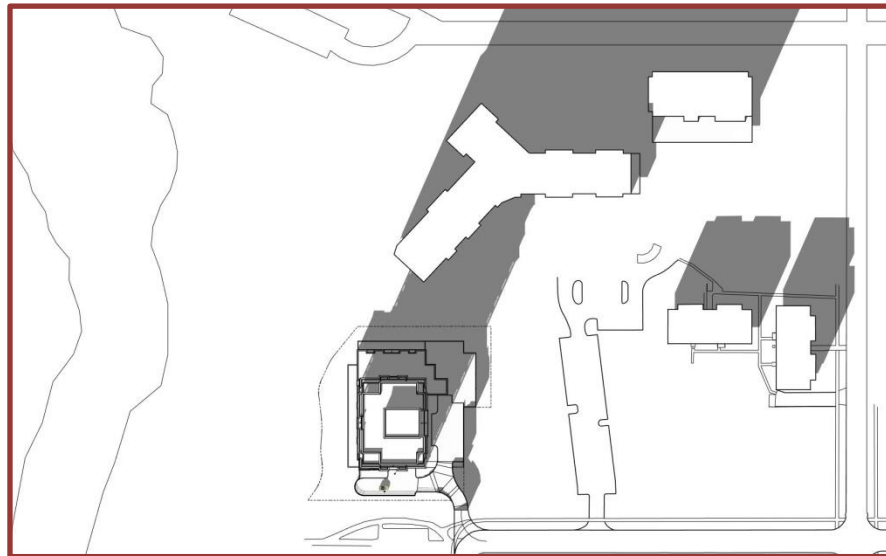
9:00



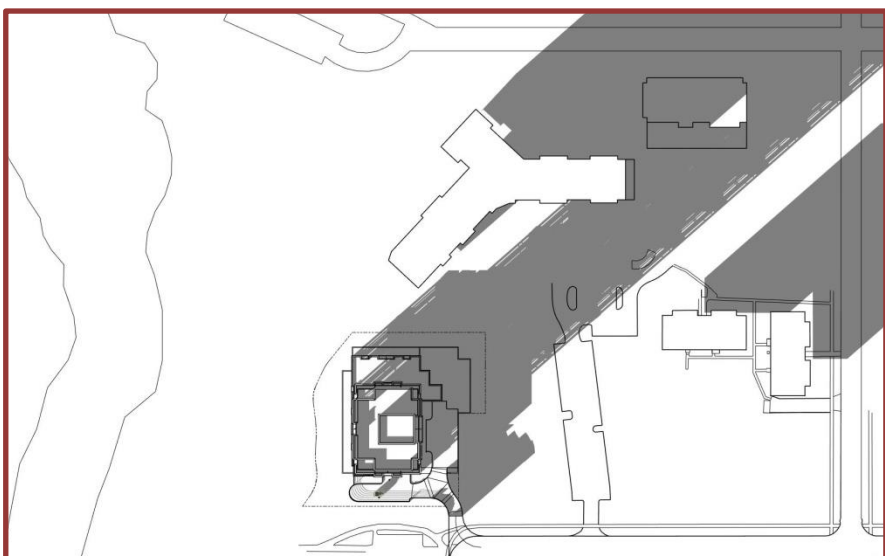
10:00



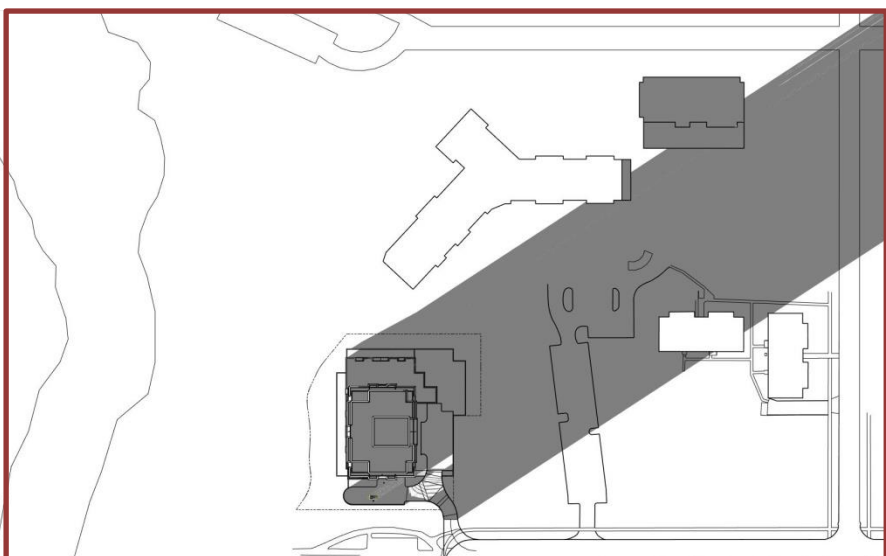
12:00



14:00



16:00



17:00



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SOURCES

St. George-Grosvenor Heritage Conservation District Study and;
Ontario Heritage Tool Kit, Ministry of Tourism, Culture and Sport.