

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 N. Carter at 10
Napier Street, Blackfriars/Petersville Heritage Conservation
District
Meeting on: Wednesday July 10, 2019

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 construct an addition and alterations to the existing building located at 10 Napier Street, within the Blackfriars/Petersville Heritage Conservation District, **BE PERMITTED** as submitted in the drawings included in Appendix C with the following terms and conditions:

- a) All exposed wood and the doors be painted;
- b) The Heritage Planner be circulated on the applicant’s Building Permit application drawings to verify compliance with the submitted design prior to issuance of the Building Permit; and,
- c) The Heritage Alteration Permit be displayed in a location visible from the street until the work is completed.

Executive Summary

A Heritage Alteration Permit application was submitted for a proposed addition and alteration to an existing building at 10 Napier Street, within the Blackfriars/Petersville Heritage Conservation District. As a single-storey home, the existing building presented many challenges to achieve an addition and alterations that meet the needs of the property owner while ensuring the cultural heritage value of the Blackfriars/Petersville Heritage Conservation District was conserved. Staff encouraged consideration of an addition and alteration which was of a greater impact to the existing building, but with the intent of achieving stronger compatibility with the heritage attributes and cultural heritage value of the Blackfriars/Petersville Heritage Conservation District.

Analysis

1.0 Background

1.1 Property Location

The property at 10 Napier Street is located on the west side of Napier Street, just north of the corner of Napier Street and Cummings Avenue (Appendix A).

1.2 Cultural Heritage Status

The property at 10 Napier Street is located within the Blackfriars/Petersville Heritage Conservation District, which was designated pursuant to Part V of the *Ontario Heritage Act* on May 15, 2015. The property at 10 Napier Street is a Contributing Resource as identified by the *Blackfriars/Petersville Heritage Conservation District Plan*.

1.3 Description

The property at 10 Napier Street contains an existing single-storey, stucco-clad cottage with a hipped roof (end gable roof at rear) and side porch (Appendix B). The exterior finishes and alterations to the existing building pre-date the designation of the property under the *Ontario Heritage Act* as part of the Blackfriars/Petersville Heritage

Conservation District in 2015. Previous alterations are understood to include, but not limited to: rear addition(s), stucco cladding, porch alteration/addition to the side, door replacements, window replacements, and window opening alterations.

The existing building is believed to have been constructed in circa 1880, with the property first recorded in the City Directory (London West) in 1884 as the home of Catherine Walsh (widow of John Walsh). Catherine Walsh, and subsequently her daughters Catherine and Margaret, lived in the home at 10 Napier Street until the turn of the century. Around WWI and into the 1920s, the property was occupied by Herbert L. Thompson, a cigar maker. In the 1930s, the property at 10 Napier Street was occupied by George and Evelyn Sanders. In the 1950s, it was occupied by Lawrence and Eleanor Joyes; Lawrence Joyes was a concessionaire (person who operated a concession or refreshment stand). Further historical research was not undertaken.

No historic photographs of the subject property could be located.

2.0 Legislative and Policy Framework

2.1 Provincial Policy Statement

Section 2.6.1 of the *Provincial Policy Statement* (2014) directs that “significant built heritage resources and significant cultural heritage landscapes shall be conserved.”

The *Provincial Policy Statement* (2014) defines “conserved” as: “means the identification, protection, management and use of built heritage resources, cultural heritage landscapes and archaeological resources in a manner that ensures their cultural heritage value or interest is maintained under the *Ontario Heritage Act*. This may be achieved by the implementation of recommendations set out in a conservation plan, archaeological assessment, and/or heritage impact assessment. Mitigative measures and/or alternative development approaches can be included in these plans and assessments.”

2.2 Ontario Heritage Act

Section 42 of the *Ontario Heritage Act* requires that a property owner not alter, or permit the alteration of, the property without obtaining Heritage Alteration Permit approval. The *Ontario Heritage Act* enables Municipal Council to give the applicant of a Heritage Alteration Permit:

- a) The permit applied for;
- b) Notice that the council is refusing the application for the permit; or,
- c) The permit applied for, with terms and conditions attached (Section 42(4), *Ontario Heritage Act*).

Municipal Council must respond within 90 days after a request for a Heritage Alteration Permit application (Section 42(4), *Ontario Heritage Act*).

2.3 The London Plan

The policies of *The London Plan* found in the Cultural Heritage chapter support the conservation of London’s cultural heritage resources. Policy 554_ of *The London Plan* articulates one of the primary initiatives as a municipality to “ensure that new development and public works are undertaken to enhance and be sensitive to our cultural heritage resources.” To help ensure that new development is compatible, Policy 594_ (under appeal) of *The London Plan* provides the following direction:

- *The character of the district shall be maintained by encouraging the retention of existing structures and landscapes that contribute to the character of the district;*
- *The design of new development, either as infilling, redevelopment, or as additions to existing buildings, should complement the prevailing character of the area;*
- *Regard shall be had at all times to the guidelines and intent of the heritage conservation district plan.*

2.4 Blackfriars/Petersville Heritage Conservation District

The Blackfriars/Petersville Heritage Conservation District is recognized for its significant cultural heritage value, not just for its individual cultural heritage resources (Contributing Resources) but for the value that they have together, collectively. The goals of the designation of Blackfriars/Petersville as a Heritage Conservation District pursuant to Part V of the *Ontario Heritage Act* support the conservation of its resources. Specifically for its cultural heritage resources:

Goal: To encourage the conservation of contributing heritage resources including buildings, landmarks, and other structures that contribute to the cultural heritage value of the district by:

- Encouraging that alterations, additions, and renovations to heritage resources be consistent with the identified cultural heritage value of the area;*
- Encouraging the maintenance and retention of significant heritage landmarks identified in the district;*
- Avoiding unnecessary demolition and inappropriate alterations of identified heritage resources that contribute to the heritage value of the district; and,*
- Encouraging sympathetic design and appropriate alterations when new development is proposed to ensure that there is no negative impact on the heritage value of the area, with particular attention to form, scale, massing, and setback.*

To implement this goal and these objectives, the policies of Section 7.4 (Contributing Resources), Section 7.7 (Residential Area), and the design guidelines of Section 10.3.1 (Design Guidelines – Alterations and Additions) and applicable Architectural Conservation Guidelines of Section 11 were considered in the evaluation of a Heritage Alteration Permit application.

The Blackfriars/Petersville Heritage Conservation District Plan identifies Contributing Resources and Non-Contributing Resources. The property at 10 Napier Street is identified as a Contributing Resource. Contributing Resources are defined as “a property, structure, landscape element, or other attribute of a Heritage Conservation District that supports the identified cultural heritage values, character, and/or integrity of the H CD. Contributing Resources are subject to the policies and guidelines for conservation, alteration, and demolition.”

The policies of Section 7.4.1 of the *Blackfriars/Petersville Heritage Conservation District Plan* require the conservation of a Contributing Resource and the cultural heritage value of the Blackfriars/Petersville Heritage Conservation District. In particular,

Policy 7.4.1.e *Alterations that have the potential to impact heritage attributes of a protected heritage resource shall not be permitted.*

Policy 7.4.1.i *Major alterations to the exterior façade of a contributing resource shall not be permitted. Such alteration should only be considered where the intent is to conserve the contributing resource.*

Policy 7.4.1.j *Additions or alterations to contributing resources should be sympathetic, subordinate, distinguishable, and contextual in relation to the existing resource and its context, as well as the heritage attributes and cultural heritage value of the Blackfriars/Petersville Heritage Conservation District.*

3.0 Heritage Alteration Permit Application

A Heritage Alteration Permit application was submitted by the property owner and received on June 17, 2019. The property owner has applied for a Heritage Alteration Permit to (see Appendix C):

- Addition to the rear of the existing house, approximately 20’6” by 36’5” and two-storeys in height and matching the foundation height of the existing building (no basement), clad in fiber cement board (“Hardie Board”) in a horizontal clapboard pattern with end boards, a shallow hipped roof with asphalt shingles, and single or double hung vinyl windows with fiber cement board trim;
- Second storey addition to the existing one-storey building; and,
- Exterior alterations, including:
 - Remove the existing stucco cladding and cladding the existing building in fiber cement board (“Hardie Board”) in a horizontal clapboard pattern with end boards to match the proposed addition;
 - New single or double hung vinyl windows with fiber cement board trim;
 - Replacement of the existing wood railing/guard and steps for the porch with new wood railings/guard in a traditional style, with trimmed square posts and square spindles at the front/side porch and side entry;
 - New asphalt shingles with aluminum soffit, fascia, and eaves;
 - Retained front door with the doorway trimmed in fiber cement board, with the side door to match the existing door; and,
- Retaining the existing driveway.

Per Section 42(4) of the *Ontario Heritage Act*, the 90-day timeline for this Heritage Alteration Permit application will expire on September 15, 2019.

The existing building presents many challenges in achieving a compatibly-designed addition to achieve an increase in the living space of the building, as well as alterations to the existing building. The existing building is approximately 880 square feet. For example, the very shallow pitch of the hipped roof does not allow interventions, such as dormers, to achieve an increase in the livable space of the home.

Staff worked with the property owner over many design concepts, encountering the challenges of designing a second-storey addition to fit on an existing single-storey building. Multiple designs were produces, articulating the challenges of transitioning from the existing building to the addition in a manner that was compatible and sympathetic with limited success. Staff then encouraged consideration of an addition and alteration which was of a greater impact to the original building, but ultimately with the intent of achieving stronger compatibility with the heritage attributes and cultural heritage value of the Blackfriars/Petersville Heritage Conservation District.

4.0 Analysis

The policies of Section 7.4 require the conservation of Contributing Resources and the cultural heritage value of the Blackfriars/Petersville Heritage Conservation District. Policy 7.4.1.i of the *Blackfriars/Petersville Heritage Conservation District* recognizes that major alterations may be considered where the intent is to conserve the Contributing Resource, which is supported by the direction in Policy 7.4.1.j to consider alterations in relation to the existing resource, its context, and the heritage attributes and cultural heritage value of the *Blackfriars/Petersville Heritage Conservation District*. Section 7.4 of the *Blackfriars/Petersville Heritage Conservation District* supports a “change manage” approach, allowing and supporting appropriate and compatible change.

Section 7.7 of the *Blackfriars/Petersville Heritage Conservation District Plan* identifies policies for the residential area. These policies are intended to ensure the conservation of the cultural heritage value of the Blackfriars/Petersville Heritage Conservation District. The following policies were used in the analysis of the proposed addition and alteration to the property at 10 Napier Street.

Table 1: Policies and Analysis of Section 7.7.1, Residential Areas, of the Blackfriars/Petersville Heritage Conservation District Plan

Policies	Analysis
a) The predominant form of development within the residential area should continue to be single detached dwellings of 1 – 1 ½ storeys	The form of development will remain a single detached dwelling at 10 Napier Street. However, the proposal for a second storey addition slightly exceeds the predominant form in terms of height. The property at 10 Napier Street is nearby an existing two-storey house at 13 Napier Street, demonstrating the compatibility of a two-storey building in the area.
b) Proposed development or site alteration that is not sympathetic to the heritage attributes and cultural heritage value of Blackfriars/Petersville Heritage Conservation District, and which may have a negative impact on the residential area, shall be discouraged	The proposed alteration is sympathetic and appropriate to the heritage attributes and cultural heritage value of the Blackfriars/Petersville Heritage Conservation District; see Table 2.
c) Where incompatible land use and/or built form already exists, their replacement with land uses and built form that contribute to the cultural heritage value of Blackfriars/Petersville Heritage Conservation District should be encouraged	No land use change is proposed.
d) The creation of new lots or enlarging existing lots within Blackfriars/Petersville Heritage Conservation District should be discouraged, unless resulting in lot(s) are of compatible depth, width, and overall size and configuration as surrounding and/or adjacent lots	No new lot/lot fabric alteration is proposed.
e) Continued or adaptive reuse of a contributing resource is encouraged rather than demolition and development	The proposed addition and alteration avoid the demolition of a Contributing Resource.
f) Gaps in the streetscape are discouraged	No gap in the streetscape is proposed.
g) The conservation of front porches, gardens and other front yard features is encouraged to support a friendly atmosphere and interactions among neighbours	The proposed addition and alteration includes and enhances the side porch as an important component of the Contributing Resource at 10 Napier Street. The porch will be painted in compliance with the guidelines of Sections 11.2.9 and 11.2.15.1 of the <i>Blackfriars/Petersville Heritage Conservation District Plan</i> .

Policies	Analysis
h) Replacement of buildings lost due to circumstances such as severe structural instability, fire, flood or other reasons shall be sympathetic, respectful, and contextual to the heritage attributes and cultural heritage value of Blackfriars/Petersville Heritage Conservation District	No replacement of an existing building is proposed; the proposed addition and alteration will retain the existing building.
i) New development shall conserve the continuity of the street edge by implementing setbacks, form, scale, and massing similar to adjacent protected resources along the streetscape	The proposed addition and alteration will maintain the existing street edge by maintaining the existing setback. The scale is in keeping with the general scale and proportions of Contributing Resources in the Blackfriars/Petersville Heritage Conservation District. The massing of the proposed addition is larger than adjacent properties, but not out of character with the Blackfriars/Petersville Heritage Conservation District.
j) Additions should be generally located in the rear or side yards to maintain the consistent street edge, front yard landscaping, front porches, and front façade of protected heritage resources	The proposed addition is located on top of the existing building as well as at its rear. This approach will retain the existing street edge, front yard landscaping, and existing side porch of the protected heritage resource at 10 Napier Street. The front façade will be altered in a manner more consistent with the heritage attributes and predominant characteristics of the Blackfriars/Petersville Heritage Conservation District, through the application of a more compatible materials (horizontal fiber cement board siding with trim) and patterns (in compliance with the guidelines of Section 11.2.7 of the <i>Blackfriars/Petersville Heritage Conservation District Plan</i>).
k) Parking should be located in the driveways at the side of the dwelling or in a garage at the rear of the main building, wherever possible. New garages shall not be permitted at the front of the building. Front yard parking shall be discouraged	The existing parking area to the south of the existing house will be maintained. No garage is proposed. No front yard parking is proposed.
l) Ongoing maintenance of protected heritage resources should be promoted to build a sense of community pride. Property standards shall be enforced within the Blackfriars/Petersville Heritage Conservation District	Noted.
m) The conservation of landscaped areas and mature vegetation should be encouraged	The landscaped area in the front yard will be maintained.
n) The planting of new trees where gaps exist to contribute to the urban forest should be encouraged	Noted.

Policies	Analysis
o) Along major entrances, particularly along Wharnccliffe Road North, Oxford Street West, Blackfriars Street, Riverside Drive/Queens Avenue, development should generally reflect the character of the area and instill a sense of arrival	The subject property is not located on any of the major entrance streets noted. However, the proposed alteration and addition still reflects the character of the area.

Design guidelines are included within Section 10 of the *Blackfriars/Petersville Heritage Conservation District Plan*. The following guidelines, outlined in Section 10.3.1 (Alterations and Additions) were used in the analysis of the proposed addition and alteration at 10 Napier Street.

Table 2: Guidelines and Analysis of Section 10.3.1, Alterations and Additions, of the Blackfriars/Petersville Heritage Conservation District Plan

Guideline	Analysis
Additions that are necessary should be sympathetic and complementary in design and clearly distinguishable from the original construction by form or detail. The use of traditional materials, finishes, and colours rather than an exact duplication of form, can provide appropriate transition between additions and original structures	<p>The proposed addition and alteration will be minimally distinguishable from the existing building through the use of end boards and trim in the cladding. There is no transition between the existing building and the proposed addition because of the design challenges articulated herein.</p> <p>The proposed addition and alteration uses materials (e.g. horizontal siding) and finishes that are compatible with the heritage attributes and other Contributing Resources of the Blackfriars/Petersville Heritage Conservation District.</p>
Additions should be located away from principal façade(s) of heritage properties, preferably at the rear of the building, to reduce the visual impact on the street(s)	The proposed addition will affect the entire existing building at 10 Napier Street. A visual impact on the streetscape as well as a direct impact to this Contributing Resource is expected. The intent of the proposed alterations is to improve the compatibility of the property with the heritage attributes of the Blackfriars/Petersville Heritage Conservation District through the use compatible forms (e.g. shallow hipped roof) and materials (e.g. horizontal fiber cement board siding) in a massing (e.g. two-storey) that fits its context and the heritage attributes of the Blackfriars/Petersville Heritage Conservation District.
Alterations to the façades of buildings visible from the front and side of the building on corner lots have the potential to significantly affect the appearance of not only the building itself, but the entire streetscape	Impact to the façades of the existing building that are visible from the street are expected.
Form and detail of the addition should be complementary to the original construction, with respect to style, scale, and materials but still distinguishable to reflect the historical construction periods of the building	The proposed addition and alterations will result in a Contributing Resource where the addition is distinguishable from the original construction in its exterior cladding (through the use of end boards and trim boards) but not in its massing. The proposed alterations intended to bring compatibility to the entire buildings through the use of materials in a scale and style that is compatible with the historical construction periods and other Contributing Resources of the Blackfriars/Petersville Heritage Conservation District.

Guideline	Analysis
The height of any addition should be similar in height to the existing building and/or adjacent buildings to ensure that the addition does not dominate the original building, neighbouring buildings, or the streetscape	The proposed addition is greater than the existing house or an adjacent property, however it is similar in height to another property on the same block (i.e. 13 Napier Street). The transition between the adjacent single-storey houses to the proposed two-storey addition at 10 Napier Street is not anticipated to overwhelm neighbouring buildings. Furthermore, the shallow-pitched hipped roof will minimize potential visual impacts on the massing of the roof structure on adjacent buildings and the streetscape.
Additions should not obscure or remove any important architectural features of the existing building	Previous alterations to the existing building at 10 Napier Street have affected or removed many details that would have been expected or anticipated of the original construction of the building in c. 1880. No historic documentation of the previous exterior appearance of the existing building could be located. Therefore, the design approach for the addition and alterations to the existing building is intended to bring greater compliance with the architectural features and characteristics (e.g. paired windows, trim details) that define the Blackfriars/Petersville Heritage Conservation District and its heritage attributes.
Additions should not adversely affect the symmetry and proportion of the building or create a visually unbalanced façade	The existing building at 10 Napier Street is not symmetrical and has some unusual proportions as a result of previous alterations. The proposed addition and alterations aims to achieve greater proportionality that fits with the heritage attributes of the Blackfriars/Petersville Heritage Conservation District and in a manner consistent with other Contributing Resources. The proposed addition and alterations emphasize the symmetry of the façade, and the pairing of the windows helps to emphasize the façade rhythm.
New doors and window should be of similar style, orientation, and proportion as on the existing building. The use of appropriate reclaimed materials should be considered. New construction should avoid irreversible changes to original construction.	New windows of the proposed addition and alteration are single or double hung windows and paired, in a proportion that fits the proportion of the proposed design. There are no original windows in the existing building. The window articulation in the façade was designed to reflect common patterns in windows found throughout the Blackfriars/Petersville Heritage Conservation District.

The proposed addition and alterations to the existing building at 10 Napier Street complies with the intent of the policies and many of the guidelines for alterations and additions to Contributing Resources in the *Blackfriars/Petersville Heritage Conservation District Plan*, but not all of the guidelines. The existing building, with a very shallow hipped roof, presents many challenges in achieving a design to increase the livable space that is compatible with the guidelines of the *Blackfriars Petersville Heritage Conservation District Plan*, particularly those guidelines seeking distinguishability between the existing building and a proposed addition. Previous alterations to the existing building have affected or removed many details that would have been expected or anticipated of the original construction of the building in c. 1880, rendering this Contributing Resource suitable for compatibly-designed intervention.

The proposed addition and alterations to the existing building at 10 Napier Street represents a major alteration to a Contributing Resource located within the Blackfriars/Petersville Heritage Conservation District. The proposed addition and alterations conform to policy 594_ of *The London Plan* by retaining an existing structure

and providing a design that complements the character of the area, and in a manner that ensures that the cultural heritage value of the Blackfriars/Petersville Heritage Conservation District is maintained. This conforms to the intent of policies 7.4.1.i and 7.4.1.j of the *Blackfriars/Petersville Heritage Conservation District Plan* which emphasize the conservation of Contributing Resources in its context and in relation to the heritage attributes and cultural heritage value of the Blackfriars/Petersville Heritage Conservation District. The proposed addition and alterations present the opportunity to improve the compatibility of this Contributing Resource to the cultural heritage value of the Blackfriars/Petersville Heritage Conservation District through the use of compatible materials, proportions, and details not presently found in the existing building.

5.0 Conclusion

The policies and guidelines of the *Blackfriars/Petersville Heritage Conservation District Plan* take a “change management” approach – recognizing and conserve the significant cultural heritage value of the Blackfriars/Petersville Heritage Conservation District while still allowing compatible change to occur. With this approach, the proposed addition and alterations to the existing building at 10 Napier Street are anticipated to improve the compatibility of the Contributing Resource in compliance with the cultural heritage value of the Blackfriars/Petersville Heritage Conservation District and should be permitted with terms and conditions.

Prepared by:	Kyle Gonyou, CAHP Heritage Planner
Submitted by:	Gregg Barrett, AICP Manager, Long Range Planning and Sustainability
Recommended by:	John M. Fleming, MCIP, RPP Managing Director, Planning and City Planner
<p>Note: The opinions contained herein are offered by a person or persons qualified to provide expert opinion. Further detail with respect to qualifications can be obtained from City Planning.</p>	

June 26, 2019
KG/

- Appendix A Property Location
Appendix B Images
Appendix C Drawings and Supplementary Images

Appendix A – Location

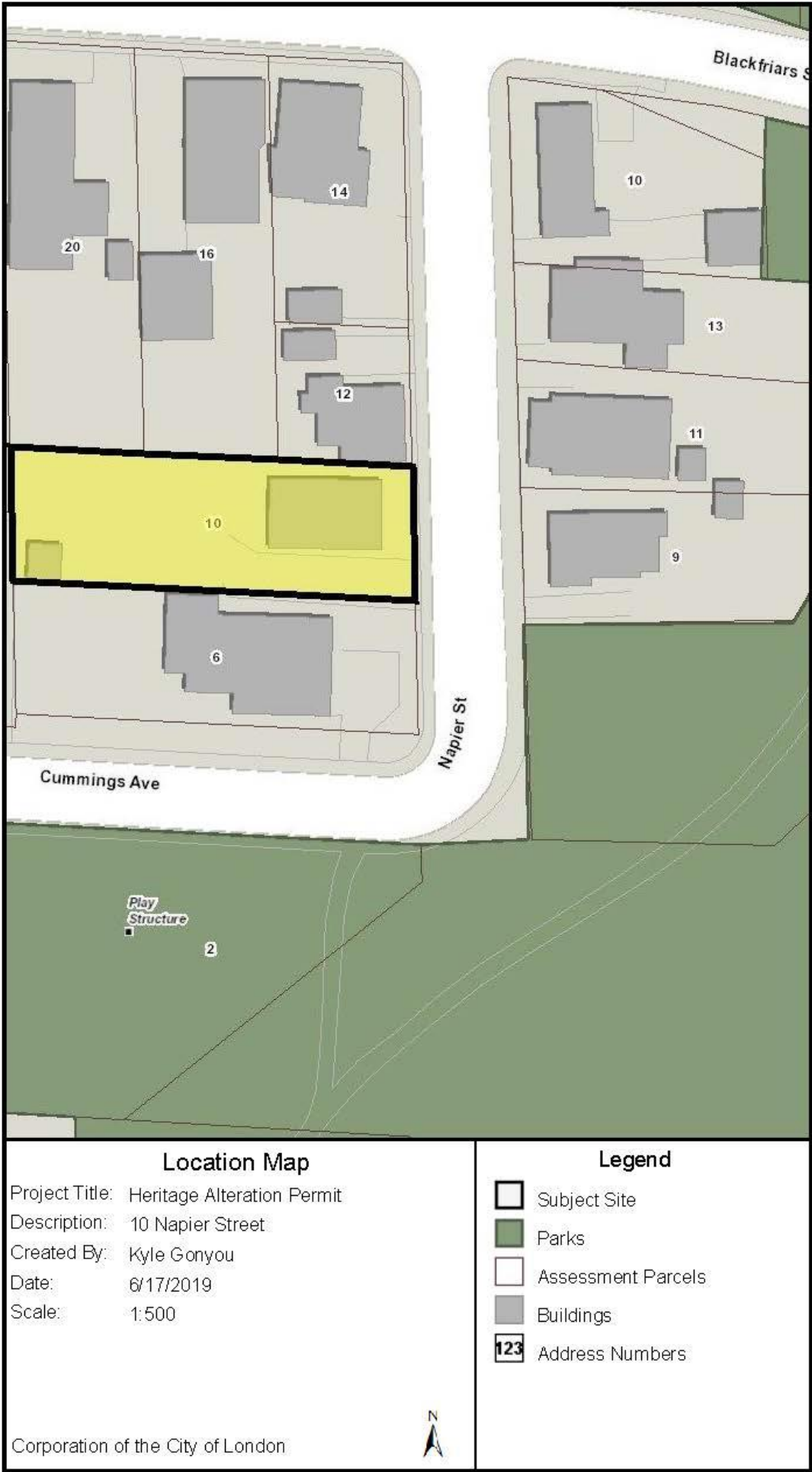


Figure 1: Property location of 10 Napier Street.

Appendix B – Images



Image 1: Existing conditions of the property at 10 Napier Street.



Image 2: View of the east (main) façade and south façade of the existing house at 10 Napier Street.



Image 3: View of the property at 10 Napier Street, also showing the streetscape of Napier Street including the properties at 12 Napier Street (foreground) and 6 Napier Street (background).



Image 4: View showing the west side of Napier Street near the intersection of Napier Street and Cummings Avenue, looking northwest.

Appendix C – Drawings

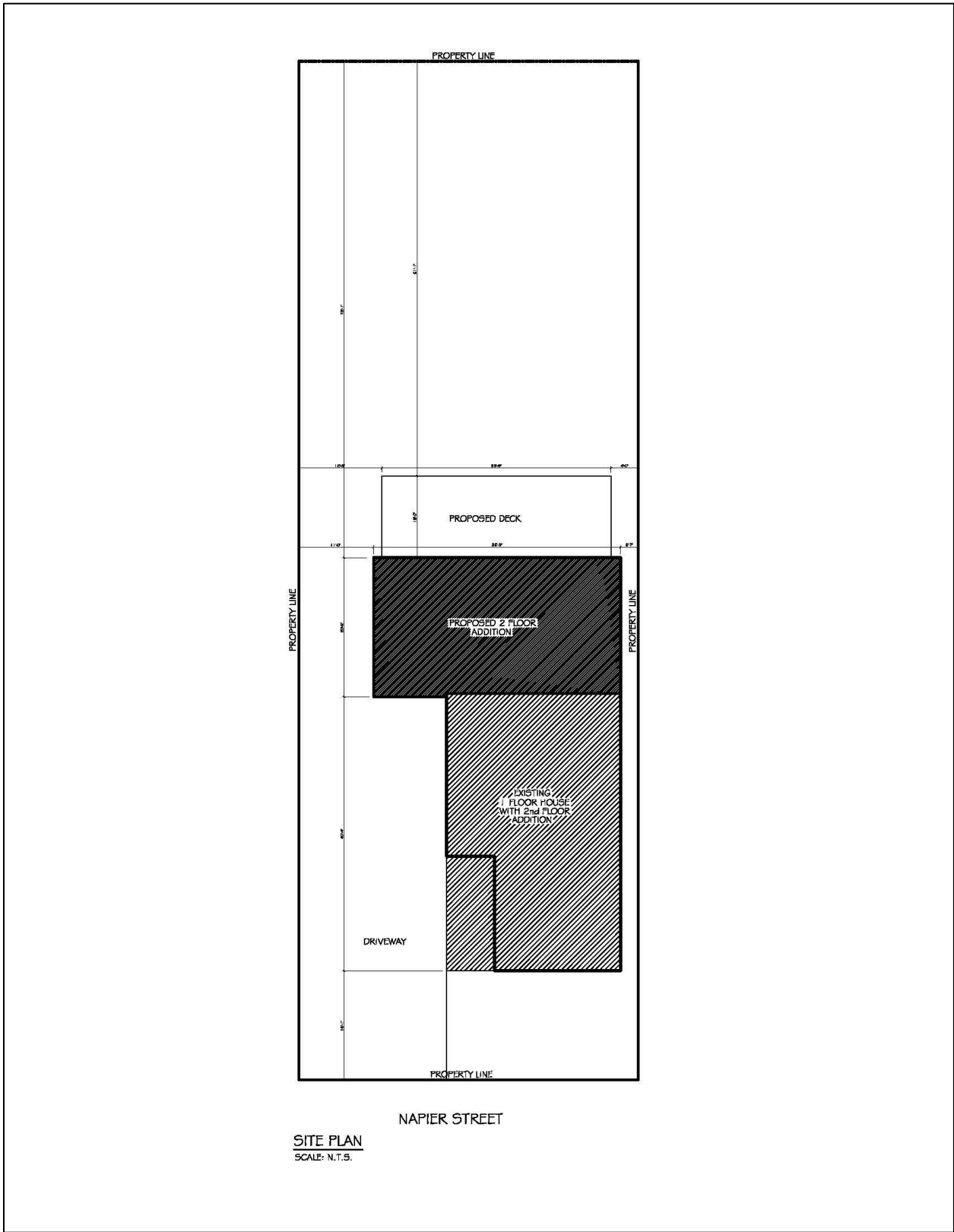


Figure 2: Site Plan, showing the existing house at 10 Napier Street and the proposed rear and upper storey additions.

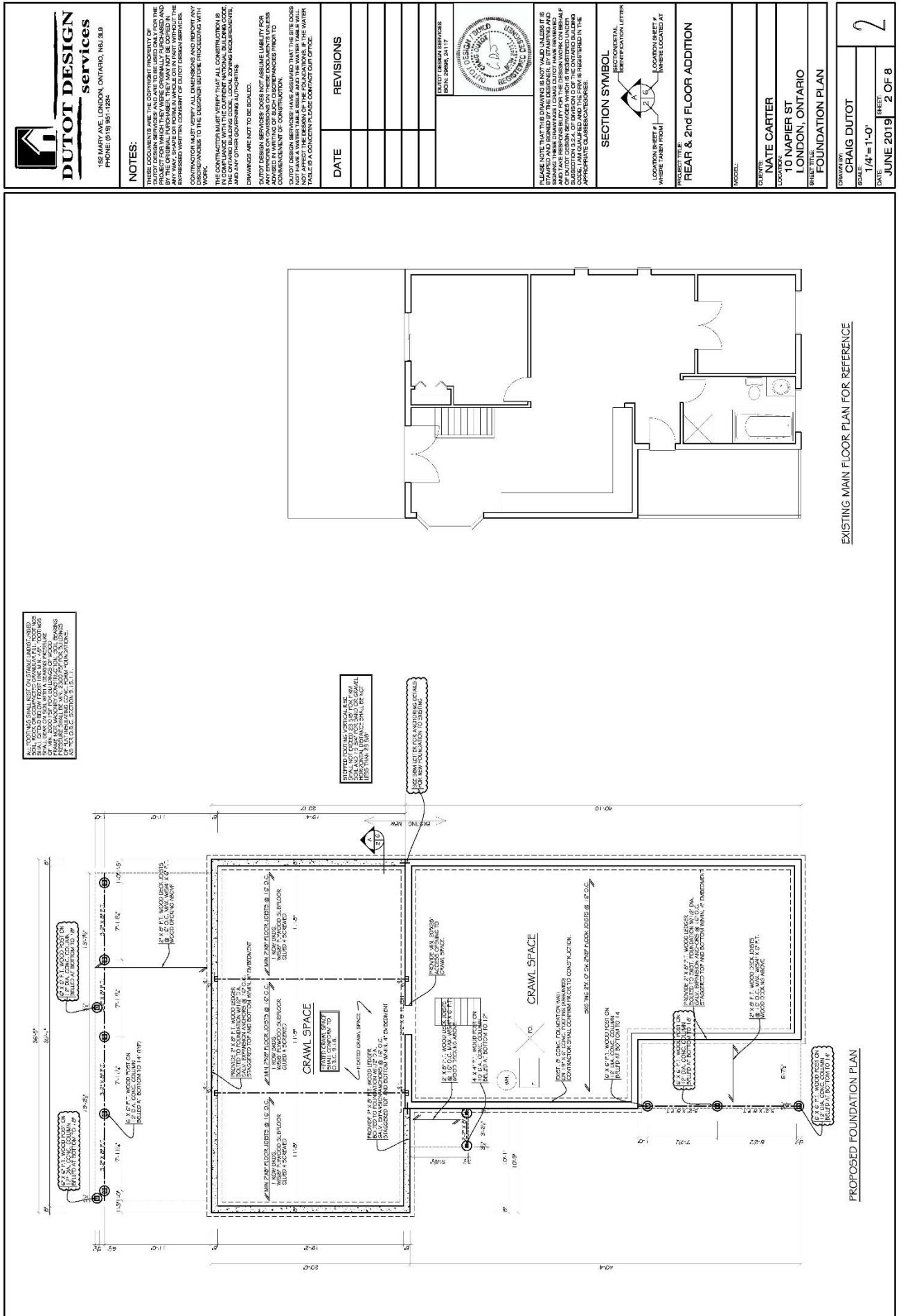


Figure 3: Proposed floor plan.

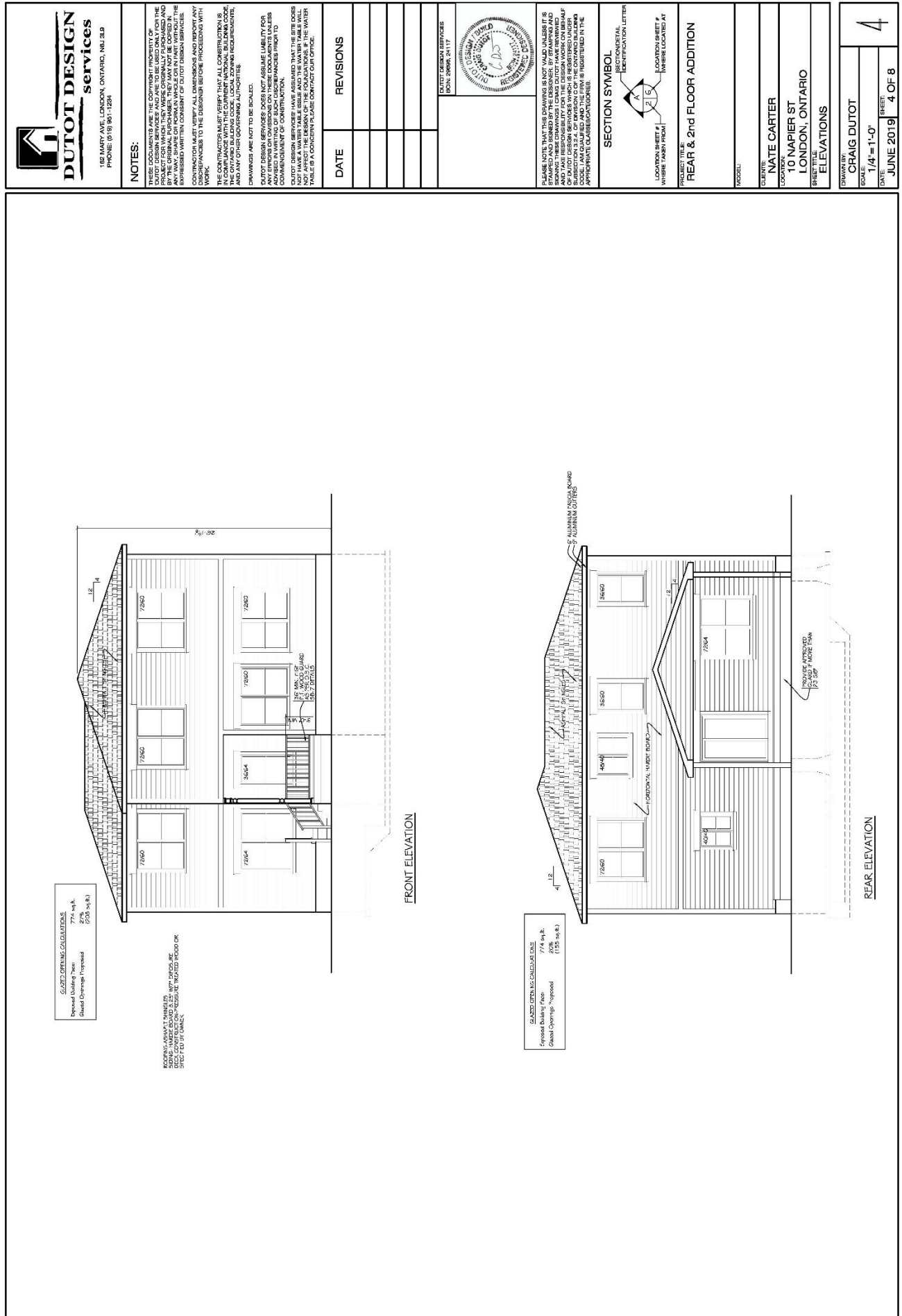


Figure 5: Proposed front and rear elevations.

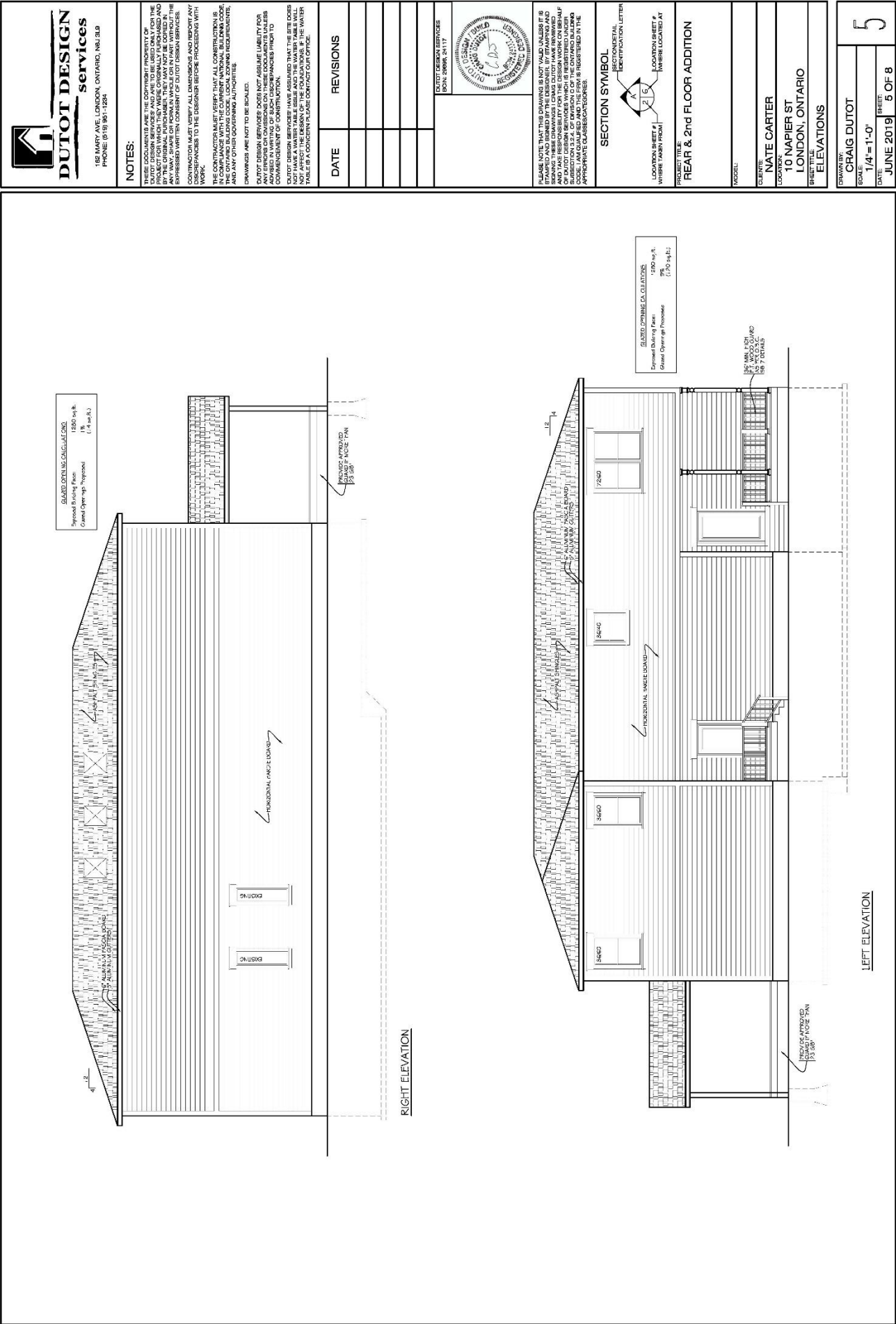


Figure 6: Proposed side elevations (north – right and south – left).



Image 5: Detail of the proposed post cladding for the porch (to be painted).



Image 6: Photograph of the existing door located at 10 Napier Street, to be retained and painted as part of the addition and alterations to the existing building.