

Report to Planning and Environment Committee

To: Chair and Members
Planning & Environment Committee

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

Subject: Heritage Places 2.0: A Description of Potential Heritage Conservation Districts in the City of London
The Corporation of the City of London
City-Wide

Public Participation Meeting on August 12, 2019

Recommendation

That, on the recommendation of the Managing Director, Planning and City Planner, with advice of the Heritage Planner, the following actions be taken with respect to the application of the Corporation of the City of London to update and replace the “Heritage Places” guideline document which applies citywide:

- (a) The “Heritage Places 2.0: A Description of Potential Heritage Conservation Districts in the City of London” guideline document, attached hereto as Appendix “A”, **BE ADOPTED** at the Municipal Council meeting on August 27, 2019 by resolution of City Council in conformity with Policy 1713 of *The London Plan*.
- (b) The proposed by-law attached hereto as Appendix “B” **BE INTRODUCED** at the Municipal Council meeting on August 27, 2019 to amend Policy 1721_4 of *The London Plan* to delete “Heritage Places: A Description of Potential Heritage Conservation Areas in the City of London” and replace it with “Heritage Places 2.0: A Description of Potential Heritage Conservation Districts in the City of London”.

Executive Summary

Purpose and the Effect of Recommended Action

The purpose and effect of the recommended action is to adopt the new “Heritage Places 2.0: A Description of Potential Heritage Conservation Districts in the City of London” guideline document to replace the current “Heritage Places” with “Heritage Places 2.0” guideline document, which describes potential heritage conservation districts and assigns a priority to these districts for consideration as heritage conservation districts; and, to amend *The London Plan* to add “Heritage Places 2.0: A Description of Potential Heritage Conservation Districts in the City of London” as a new guideline document to the list of Cultural Heritage Guidelines.

Rationale of Recommended Action

- The recommended amendment is consistent with Section 2.6.1 of the *Provincial Policy Statement (PPS)*, 2014 directing that “significant built heritage resources and significant cultural heritage landscapes shall be conserved.”
- The recommended amendment conforms to Policy 570_1 of *The London Plan* which provides that City Council may adopt specific strategies for the purposes of cultural heritage protection and conservation, including: identification and designation of specific cultural heritage resources including properties and districts.

- The recommended amendment conforms to Policy 1712_ of *The London Plan* which states that City Council may adopt guideline documents to provide direction for the implementation of the policies of the *Plan* or to guide development of a specific area.

Official Plan Amendment Analysis

1.0 Subject Lands

The lands affected by the Official Plan Amendment are citywide.

2.0 Nature of Application

This report recommends approval of an amendment to *The London Plan* (Policy 1721_4) to adopt the attached update to “Heritage Places” entitled, “Heritage Places 2.0: A Description of Potential Heritage Conservation Districts in the City of London” as a Cultural Heritage Guideline under Guideline Documents of the Our Tools Section.

3.0 Relevant Background

3.1 Planning History

In 1993, “Heritage Places: A Description of Potential Heritage Conservation Areas in the City of London”, was approved as a guideline document to the *Official Plan* of the City of London. This document has been the primary reference used to identify candidate areas for the potential development of heritage conservation district areas within the City. Fourteen areas were originally identified within “Heritage Places” based on ‘characterization studies’. These studies were intended to act as an indicator of heritage significance, but were never meant to be an exhaustive list of all areas within the City. Originally, the list of fourteen study areas was un-prioritized. A report to the London Advisory Committee on Heritage (March 1999) was the first to prioritize potential Heritage Conservation Districts (HCD), and this list has been amended, expanded, consolidated and re-prioritized over time. The City has since dealt with requests for HCD designation from the community in a sequential process based on these periodic re-prioritizations of areas identified in “Heritage Places”.

On January 16, 2017, Municipal Council directed Civic Administration “to review [the] prioritized list of potential Heritage Conservation Districts and to recommend an update to “Heritage Places”...” Since the adoption of “Heritage Places”, the planning and policy framework for heritage conservation in Ontario has undergone substantial changes, including most notably revisions to the *Ontario Heritage Act* in 2005 and the *Provincial Policy Statement* in 2014, and at the municipal level, adoption of *The London Plan* in 2016. Given these changes to heritage conservation planning and policy framework, and the accomplishments of the original “Heritage Places” (ten of the original fourteen candidate areas have been designated as HCDs), it is an opportune time to review and revise this guideline document.

Letourneau Heritage Consulting (LHC) was retained in March 2018 to prepare an updated document entitled, “Heritage Places 2.0: A Description of Potential Heritage Conservation Districts in the City of London”. The objectives of the update have been to conduct a comprehensive, city-wide review of areas, and prepare a prioritized list for further study of these areas as potential Heritage Conservation Districts (HCD) – pursuant to Part V of the *Ontario Heritage Act*. The intention has been to essentially ‘reset’ “Heritage Places” to reflect current Provincial legislation, City policies, Council direction and community interest. LHC was tasked with the following:

1. **Review Policy Context** – Update background component of “Heritage Places” to reflect the *Provincial Policy Statement – 2014 (PPS)*, *Ontario Heritage Act* and *The London Plan* (London’s *Official Plan*).
2. **Consult with Heritage Community** – With input from members of the London Advisory Committee on Heritage (LACH) and representatives from London’s heritage community, undertake a city-wide comprehensive review of areas

identified as having heritage significance, using a pre-established methodology, and prepare characterization studies of each area.

- Re-evaluate (and update as needed) information on candidate areas already documented in the current “Heritage Places”.
3. **Develop Methodology** – Develop a method for identifying and prioritizing areas in the City—with possible cultural heritage value – for potential HCD designation.
- Prepare a prioritized list for further study and consideration as potential HCDs.

Consultation with community stakeholders was integral to the preparation of “Heritage Places 2.0”. The consultation process was initiated in April 2018 starting with an introductory email-out to nearly 50 active members of London’s heritage community including members of the: Architectural Conservancy of Ontario – London; Downtown London; Heritage London Foundation; London Advisory Committee on Heritage; London Heritage Council; London Planners Council, Middlesex Historical Society; and, the Urban League. A total of three roundtable discussions were conducted in May and June, with a series of informal interviews carried out both before and following the first roundtable. The second roundtable took place during the June meeting of the London Advisory Committee on Heritage (LACH) with participation of nearly the full committee. Throughout the consultation process, participants had the opportunity to provide feedback via email or phone. Over thirty people participated in the consultation process providing input on the identification of candidate areas for consideration as potential HCDs in London, along with what factors should be considered in the prioritization process.

In April 2018, a city-wide review of candidate areas for “Heritage Places 2.0” was initiated by the consultant. General areas having potential cultural heritage value or interest were identified based on heritage staff reports and existing heritage inventories, and areas previously identified in “Heritage Places” that had yet to be designated as HCDs. As well, members of London’s heritage community provided input into potential areas for consideration during roundtable discussions. The goal was to develop an initial (working) list of candidate areas that merit further consideration as part of the “Heritage Places 2.0” project; over fifty areas were initially identified. A values-based assessment was applied to further refine the list of candidate areas. Values were derived from: 1) those outlined in O.Reg. 9/06 – to capture associative, physical and contextual aspects of candidate areas; 2) those outlined in *The London Plan* (Policy_576) – to ensure that criteria captured overlapped with those that would be used for potential designation of candidate areas as HCDs; and, 3) those identified in the *Ontario Heritage Tool Kit* and the *Standards and Guidelines for the Conservation of Historic Places in Canada* – to capture additional values not necessarily related to the built/physical environment. The following values were used to identify candidate areas for “Heritage Places 2.0”:

- Historical/Associative Values
- Physical/Design Values
- Contextual Values
- Other values include:
 - Spiritual Values
 - Educational and Scientific Values
 - Natural Values
 - Archaeological Values
 - Social Values

These values provided a framework for the consideration of a range of factors reflected in cultural heritage resources. The over fifty candidate areas initially identified citywide, were then short-listed to fourteen and further prioritized.

The prioritization of candidate areas for consideration as potential HCDs was derived from a systematic review of other municipalities’ practices, previous staff reports and consultation with the members of the heritage community. The following factors were considered during prioritization of candidate areas:

- Results of the **values-based assessment** of candidate areas relates to how strongly each area met the characteristics associated with these values;
- **Potential for change** within an area can include development pressure, existing levels of protection, as well as a variety of external pressures, such as projected growth, threats to cultural heritage integrity, or the addition or loss of a significant economic driver;
- **Community preparedness** or readiness and willingness to initiate and engage in an HCD Study process;
- **Appropriateness of planning tool** (Part V – *Ontario Heritage Act*, HCD designation) for conservation of significant cultural heritage resources in the area versus other planning tools; and,
- **Other factors** such as previous Municipal Council direction, recognition of City planning priorities and implications of planned future initiatives.

The fourteen candidate areas that were identified were prioritized based on a qualitative assessment assigned to each of the above factors based on how strongly the area associated with that factor. It is recommended that the areas listed below be studied further, prioritized as follows:

1. North Talbot
2. SoHo (South of Horton)
3. The Smokestack District
4. Stanley-Becher-Riverforks
5. Old East Village – Dundas Street
6. Piccadilly
7. Old South II
8. Old North
9. Orchard Park Sherwood Forest
10. Lambeth
11. Hamilton Road
12. Braemar Crescent
13. Hall's Mills
14. Pond Mills

It is important to stress that the outcome of “Heritage Places 2.0” is not an evaluation or recommendation of these candidate areas for designation, but simply the identification and recognition that these areas have potential heritage significance. The prioritization of potential HCDs is also by no means a measure or reflection of the perceived cultural heritage value or interest or significance. These areas are not being recommended for designation, but may be recommended for further evaluation as part of Municipal Council decision to move forward with HCD Studies under Part V of the *Ontario Heritage Act*.

It has been standard procedure for the City to move forward with an HCD study for potential district designation upon Council approval following a community request for such a study. The identification and further prioritization of these candidate areas in “Heritage Places 2.0” helps to manage community expectations and staff resources by providing clarity in scheduling of future work and transparency and fairness to the nomination process.

4.0 Rationale for Amendment

4.1 Requested Amendment

At its meeting on January 18, 2017, Municipal Council resolved that Civic Administration review the prioritized list of potential heritage conservation districts in the City, as well as update the current Heritage Places guideline document.

“...the Civic Administration BE DIRECTED to review the prioritized list of potential Heritage Conservation Districts and to recommend an update to Heritage Places, it being noted such a review may impact Heritage Conservation District deadlines established in Municipal Council's Strategic Plan.” Adoption of an updated Heritage Places guideline

document requires an amendment to the City's Official Plan, *The London Plan*.

The proposed Official Plan Amendment is to amend Policy 1721_4 of the Cultural Heritage Guidelines under Guideline Documents of the Our Tools Section of *The London Plan*, to remove reference to "Heritage Places: A Description of Potential Heritage Conservation Areas in the City of London", and to replace it with reference to "Heritage Places 2.0: A Description of Potential Heritage Conservation Districts in the City of London."

At its meeting held on November 20, 2018, Municipal Council received a draft of "Heritage Places 2.0" and resolved that:

- the comments received at the Public Participation Meeting held on November 12, 2018 be considered in the preparation of the final "Heritage Places 2.0",
- the draft "Heritage Places 2.0" be circulated to the London Advisory Committee on Heritage (LACH), the Urban League and relevant neighbourhood associations for feedback (2018-R01) (3.3/17/PEC), and further noted that
- the final guideline document "Heritage Places 2.0" [was to be] brought before a future meeting of the Planning and Environment Committee for adoption as a guideline document to *The London Plan* (2018-R01) (3.3/17/PEC).

4.2 Community Engagement

Notice of Application was published in the *Public Notices and Bidding Opportunities* section of *The Londoner* on October 11, 2018. The notice advised of the possible amendment to *The London Plan* to remove reference to "Heritage Places: A Description of Potential Heritage Conservation Areas in the City of London" and replace it with reference to "Heritage Places 2.0: A Description of Potential Heritage Conservation Districts in the City of London".

Notice of Public Meeting was published in the *Public Notices and Bidding Opportunities* section of *The Londoner* on October 25, 2018.

One response was received which supported the draft report of "Heritage Places 2.0" and asked Municipal Council to accept the report.

A subsequent Notice of Public Meeting was published in the *Public Notices and Bidding Opportunities* section of *The Londoner* on July 25, 2019.

As per direction from Municipal Council (November 20, 2018), the draft "Heritage Places 2.0" was circulated to the London Advisory Committee on Heritage (LACH), the Urban League and relevant neighbourhood associations for feedback (2018-R01) (3.3/17/PEC).

One individual response was received from the post-Council meeting (November 20, 2018) circulation of "Heritage Places 2.0". This response inquired about the ranking of the Orchard Park Sherwood Forest candidate area, as well as the reasons provided in the description for its ranking (*Heritage Places 2.0*, draft pp32-33).

4.2.1 London Advisory Committee on Heritage

The London Advisory Committee on Heritage (LACH) was consulted during the preparation of "Heritage Places 2.0" as part of a Roundtable Discussion conducted on June 13, 2018. The intent of the discussion was to gain input from committee members regarding areas of the City that may have potential for further study as potential heritage conservation districts. At a later date, the Stewardship Sub-Committee of the LACH was consulted on October 24, 2018 and the full committee of the LACH was consulted at its meeting on November 14, 2018; the LACH received the draft "Heritage Places 2.0" for review and comment.

Subsequently, the LACH was consulted at its meeting on July 10, 2019 and Civic Administration [was] advised that the (LACH) supported the "Heritage Places 2.0" document and further recommended that it be reviewed every five years.

4.3 Policy Context

Planning Act

As identified under Section 2 of the *Planning Act*, “the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest” is matter of Provincial Interest (2_d). This is reinforced through the *Provincial Policy Statement* (2014), which is issued under Section 3 of the *Planning Act*. Section 3(1) of the *Planning Act* requires that municipal decisions affecting a planning matter “shall be consistent” with the *Provincial Policy Statement*.

Provincial Policy Statement (2014)

Section 2.6.1 of the *Provincial Policy Statement* (2014) directs that “significant built heritage resources and significant cultural heritage landscapes shall be conserved.” “Significant” is defined in the *Provincial Policy Statement* (2014) as, in regards 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, and event, or a people.”

Ontario Heritage Tool Kit

The standard baseline for identifying potential Heritage Conservation Districts (HCD) under the *Ontario Heritage Act* (OHA) is outlined by the Ontario Ministry of Tourism, Culture and Sport in the *Ontario Heritage Tool Kit document Heritage Conservation Districts* (2006). The *Tool Kit* does not provide specific criteria for the identification of candidate areas, however it does provide broad descriptions of characteristics that might constitute a Heritage Conservation District (HCD). The *Tool Kit* identifies that the “cultural heritage value of areas can be expressed in terms of their design or physical, historical or associative or contextual values.” Further, “values that contribute to the character of heritage conservation districts may be expressed more broadly as natural, historic, aesthetic, architectural, scenic, scientific, cultural, social or spiritual values. It is important to note that the “value of the district as a whole is always greater than the sum of its parts” (p10). The *Tool Kit* also emphasises the importance of community input in the identification, designation, and management of HCDs, stating that “[a]s the users and the ultimate guardians, the community forms a vital part of a district” (p5).

The London Plan (2016) and the Ontario Heritage Act

The identification and further study of areas in the City of London for potential heritage conservation district status is supported by the following strategic directions of *The London Plan* (2016). Particularly:

- Direction #1-4: Revitalize our urban neighbourhoods and business areas (Policy 55);
- Direction #3-7: Protect our built and cultural heritage to promote our unique identity and develop links to arts and eco-tourism in the London region (Policy 57);
- Direction #5-2: Sustain, enhance, and revitalize our downtown, main streets, and urban neighbourhoods (Policy 59);
- Direction #7-5: Protect what we cherish by recognizing and enhancing our cultural identity, cultural heritage resources, neighbourhood character, and environmental features (Policy 61).

The *Ontario Heritage Act* does not specifically set out policies to identify potential Heritage Conservation Districts, however the *Act* enables local municipalities to designate Heritage Conservation Districts (HCD) provided the requirements of the *Ontario Heritage Act* are met and the municipality has sufficient supporting policies within its Official Plan.

The London Plan contains sufficient policies to enable the designation of an HCD in accordance with the *Ontario Heritage Act*, as well as the identification of criteria for the evaluation of potential HCDs (Policy 575).

“City Council will consider the following criteria in the evaluation of an area for designation as a heritage conservation district:

1. The association of the area with a particular historical event or era that is unique to the community.
2. The presence of properties which are considered significant to the

community as a result of their location or setting.

3. The presence of properties representing a design or method of construction which is considered to be of cultural heritage value or interest to the community, region, province, or nation.

4. The presence of properties which collectively represent a certain aspect of the development of the city that is worthy of maintaining.

5. The presence of physical, environmental, or aesthetic elements which, individually, may not constitute sufficient grounds for designation as a heritage conservation district, but which collectively are significant to the community” (Policy 576).

Secondary Plans and other tools (such as Cultural Heritage guideline documents) are described in the Our Tools part of the Plan under Guideline Documents. The following policies enable and describe the addition of Guideline Documents to *The London Plan*:

- “City Council may adopt guideline documents to provide direction for the implementation of the policies of this Plan or to guide development of a specific area. Guideline documents may contain guidelines, standards, and performance criteria that are either too detailed, or require more flexibility in interpretation or implementation than the policies of this Plan would allow. (Policy 1712)
- Guideline documents will be adopted by resolution of City Council. Planning and development applications and public works shall be reviewed to determine their consistency with the provisions of any applicable guideline document, and conditions may be imposed upon the approval of development accordingly. Provincial guideline documents will also be used to implement the policies of this Plan. (Policy 1713)
- The preparation of a guideline document will include provisions to encourage input from agencies, associations, and individuals that have an interest in the subject matter. Before adopting or amending a guideline document, City Council will hold a public meeting to provide for input from interested parties” (Policies 1712 - 1714).

Strategic Plan for the City of London – 2019-2023

Heritage conservation is identified as an integral part of “Strengthening Our Community” in the *Strategic Plan for the City of London – 2019-2023*. The preparation and implementation of heritage conservation district plans aligns with achieving communities with a “strong character and sense of place” by “continu[ing] to conserve London’s heritage properties and archaeological resources...through regulation and investment.” (p11)

5.0 Conclusion

This report recommends that “Heritage Places 2.0: A Description of Potential Heritage Conservation Districts in the City of London” be adopted as a guideline document in conformity with Policy 1713 of *The London Plan*, and that *The London Plan* be amended to add this new guideline document to the list of Cultural Heritage Guidelines to replace the current “Heritage Places: A Description of Potential Heritage Conservation Areas in the City of London” guideline document.

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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 Planning Services	

August 2, 2019
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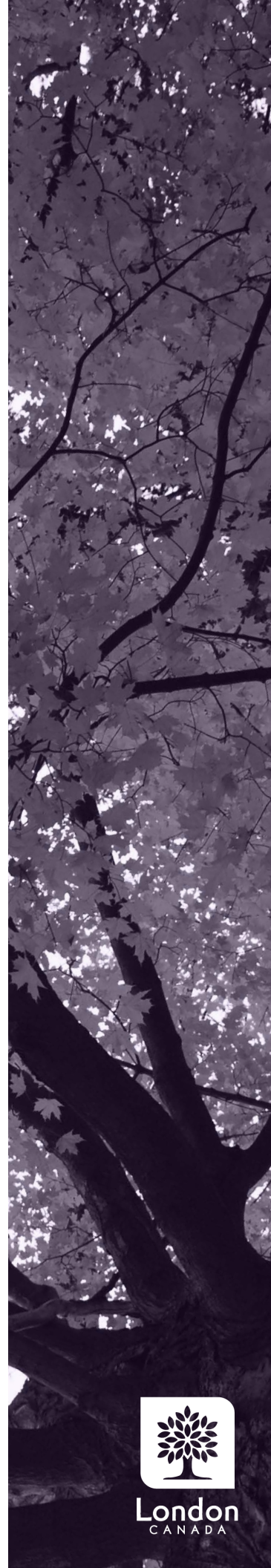
Appendix A

**HERITAGE PLACES 2.0: A Description of Potential Heritage
Conservation Districts in the City of London**

Guideline Document

HERITAGE PLACES 2.0

Potential
Heritage
Conservation
Districts
in the
City of London



London
CANADA

Parts of this report may be reproduced on the condition
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A INTRODUCTION

London is known as ‘The Forest City’ – a city which prides itself on its parks, greenery and tree-lined streets. It is also recognized as a ‘city of communities’ – a city that defines itself by the many differentiated neighbourhoods that dot its landscapes; rural neighbourhoods, urban neighbourhoods, outer and inner suburbs, and areas with industrial and institutional qualities. These special, unique places help to make London legible – it is readable; meaning that people understand it visually and can make sense of it as a whole. In *The Image of the City*, notable urban planner Kevin Lynch called this ‘imageability’ which he attributes to helping to enhance people’s attachments to ‘place’ and community, and helping to support a committed citizenry. A major component of a community’s ‘sense of place’ is its relationship to its cultural heritage and landscape setting. Cultural heritage is an important community resource. It is a source of knowledge and memory. It contributes to the quality of life of a community. It

is a collective legacy. It should be no surprise then that, as of November 2018, London ranks 3rd in the Province with the highest number of designated heritage conservation districts (HCD). London has seven HCDs– tied with Hamilton also having seven – and is behind Ottawa with eighteen and Toronto with twenty HCDs. Further, London has the 2nd most number of properties designated in HCDs (just over 3,700); behind only Toronto with nearly 5,000. Londoners are plainly passionate about their City’s cultural heritage!

Back in 1993, the original *Heritage Places: A Description of Potential Heritage Conservation Areas in the City of London* began the process of identifying areas in the City that may have potential cultural heritage value or interest. In the twenty years since its adoption as a guideline document to the City of London’s *Official Plan*, ten of the original fourteen potential Heritage Conservation Districts have been designated. There have also been updates to the *Provincial Policy*

Statement, the *Ontario Heritage Act*, and the City has a new official plan (*The London Plan*); these updates impact the identification and evaluation of cultural heritage resources.

Moving forward, the following document, *Heritage Places 2.0* is intended to be a reset of the original *Heritage Places* and to take a second look at this document. There is now the opportunity to expand the review of the City to see if there was anything missed in the original *Heritage Places*, and to also begin to establish a sense of priority to what areas should be studied first. It is important to recognize that the areas that are identified in *Heritage Places 2.0* are not being identified as future HCDs, but rather are being noted as worthy of further study as potential heritage conservation districts in the future. This may lead to designation as an HCD under Part V of the *Ontario Heritage Act* – however designation is a separate process beyond the scope of this document.



B BACKGROUND

In 1993, *Heritage Places: A Description of Potential Heritage Conservation Areas in the City of London*, was approved as a guideline document to the *Official Plan* of the City of London. *Heritage Places* (1993) states that:

“[t]he purpose of this guideline document is to “highlight areas of outstanding historical, architectural and natural character in the City. The intent is to identify candidate areas for potential heritage conservation or district status through the implementation of Parts IV and V of the Ontario Heritage Act” (p3).

This document has been the primary reference to identify candidate areas in the City of London for potential heritage conservation district designation.

Fourteen areas were originally identified within *Heritage Places* based on ‘characterization studies’.

Characterization studies were intended to act as an indicator of heritage significance, but were never meant to be an exhaustive review reflecting all areas within the City. Place name, location, and historic themes were identified for each of the fourteen areas. Consideration was given to identification and evaluation of potential HCDs based on criteria in the *Official Plan*, but the list remained un-prioritized. The original list of fourteen areas was as follows (in no particular order): Richmond Streetscape; Ridout Restoration; Talbot North; East Woodfield; West Woodfield; Lorne Avenue; Wortley Village; Marley Place; Elmwood Avenue; Stanley-Becher; Hellmuth-St. James; Grosvenor-St. George; Petersville; and, Pond Mills.

A report for the London Advisory Committee on Heritage (March 1999) was the first to prioritize potential HCDs, and this list has been amended, expanded, consolidated, and re-prioritized over time. The City has since dealt with requests for HCD designation from the community in a

sequential process based on episodic re-prioritizations of areas identified in *Heritage Places*.

Since the adoption of *Heritage Places*, the planning and policy framework for heritage conservation in Ontario has undergone substantial changes, including most notably revisions to the *Ontario Heritage Act* in 2005, the *Provincial Policy Statement* in 2014, and at the municipal level, adoption of *The London Plan* in 2016. Given changes to heritage conservation planning and policy framework, and the accomplishments of the original *Heritage Places*, it is an opportune time to revisit and reset this original guideline document. Ultimately, the goal of *Heritage Places 2.0* is to build on the original document, reflecting a similar format and focus on ‘characterization studies’ while also clarifying a process to identify and prioritize candidate areas for further study as potential HCDs.



Process Overview

At its meeting on January 16, 2017, Municipal Council directed Civic Administration “to review [the] prioritized list of potential heritage conservation districts and to recommend an update to *Heritage Places*.” Subsequently, in March 2018, Letourneau Heritage Consulting (LHC) was retained to prepare the updated *Heritage Places 2.0* document. The objectives of the update have been to conduct a comprehensive, city-wide review of areas, and prepare a prioritized list for further study of these areas as potential heritage conservation districts (HCDs) – pursuant to Part V of the *Ontario Heritage Act*. The intention has been to essentially reset the original *Heritage Places* to reflect current Provincial legislation, City policies, Council direction and community interest. LHC was tasked with the following:

a. Review Policy Context – Update the background component of *Heritage Places* to reflect the *Provincial Policy Statement – 2014 (PPS)*, *Ontario Heritage Act*, and *The London Plan* (London’s Official Plan).

b. Consultation with Heritage Community – With input from members of the London Advisory Committee on Heritage (LACH) and representatives from the heritage community, undertake a comprehensive review of areas identified as having potential cultural heritage value or interest, using an established methodology, and prepare characterization studies of each area. LHC were also to re-evaluate (and update as needed) information on candidate areas already documented in the current *Heritage Places*.

c. Develop Methodology – Develop a method for identifying and prioritizing areas in the City – with potential cultural heritage value or interest – for possible, future HCD designation. Also, to prepare a prioritized list for further study and consideration as potential HCDs.

Policy Context

Since the adoption of *Heritage Places*, there have been substantial changes to land use planning associated with resources that demonstrate, or have the potential to demonstrate, cultural heritage value or interest. In Ontario, cultural heritage is considered to be a matter of provincial interest. Cultural heritage resources are managed under provincial legislation, policy, regulations, and guidelines. The *Ontario Heritage Act (OHA)* directly addresses cultural heritage and is the key legislation enabling the protection of properties of cultural heritage value or interest at the municipal and provincial levels. The *Planning Act*, through the *Provincial Policy Statement – 2014 (PPS)*, also addresses cultural heritage as an area of provincial interest. These acts and policies indicate broad support for the conservation of cultural heritage by the Province. These acts also provide a framework that must be considered for any proposed development or property alteration.

Planning Act

The *Planning Act* is the primary document for land use planning in Ontario. The *Planning Act* also defines matters of provincial interest. It states under Part I (2, d):

“The Minister, the council of a municipality, a local board, a planning board and the Municipal Board, in carrying out their responsibilities under this Act, shall have regard to, among other matters, matters of provincial interest such as, the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest.”

Section 3 of the *Planning Act* issues the *Provincial Policy Statement (PPS)*, and all decisions affecting land use planning matters “shall be consistent with” the *PPS*.

Provincial Policy Statement (2014)

The *Provincial Policy Statement (PPS)* does not explicitly address heritage

conservation districts (HCD), it does however include HCDs within its definition of cultural heritage landscapes, as follows: Section 2.6.1 of the *PPS* directs that “significant built heritage resources and significant cultural heritage landscapes shall be conserved.” “Significant” is defined in the *PPS* as, in regards 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, and event, or a people.”

Ontario Heritage Act

The *Ontario Heritage Act (OHA)* does not specifically set out policies to identify potential heritage conservation districts (HCDs), however the *OHA* enables local municipalities to designate HCDs provided the requirements of the *OHA* are met and the municipality has sufficient supporting policies within its *Official Plan*. HCDs are designated under Part V of the *OHA*. See Appendix for further description of the HCD designation process.

The London Plan

The London Plan – the Official Plan of the City of London – underscores the commitment of the City to conserve and promote its cultural heritage resources and the important role of these resources in supporting and maintaining its neighbourhoods. The identification and further study of areas in the City of London as potential heritage conservation districts (HCDs) is supported by the following strategic directions of *The London Plan*:

- Direction #1-4: Revitalize our urban neighbourhoods and business areas (Policy 55)
- Direction #3-7: Protect our built and cultural heritage to promote our unique identity and develop links to arts and eco-tourism in the London region (Policy 57)
- Direction #5-2: Sustain, enhance, and revitalize our downtown, main streets, and urban neighbourhoods (Policy 59)
- Direction #7-5: Protect what we cherish by recognizing and

enhancing our cultural identity, cultural heritage resources, neighbourhood character, and environmental features (Policy 61)

The London Plan also contains policies to enable the designation of an HCD in accordance with the *Ontario Heritage Act (OHA)*, as well as the identification for the evaluation for potential HCD designation.

“City Council will consider the following criteria in the evaluation of an area for designation as a heritage conservation district:

1. The association of the area with a particular historical event or era that is unique to the community.
2. The presence of properties which are considered significant to the community as a result of their location or setting.
3. The presence of properties representing a design or method of construction which is considered to be of cultural heritage value or interest to the community, region, province, or nation.
4. The presence of properties which collectively represent a certain aspect of the development of the city that is worthy of maintaining.
5. The presence of physical, environmental, or aesthetic elements which, individually, may not constitute sufficient grounds for designation as a heritage conservation district, but which collectively are significant to the community” (Policy 576).

The above criteria provide a clear basis for the evaluation of potential HCD designation once candidate areas have been identified and prioritized.

Consultation with Heritage Community

Consultation with the heritage community was integral to the preparation of *Heritage Places 2.0*. The consultation process was initiated in April 2018 starting with an introductory email-out to nearly 50 active members of London’s heritage community including members of the: Architectural Conservancy of Ontario – London; Downtown London; Heritage London Foundation; London Advisory Committee on Heritage; London Heritage Council; London

Planners Council, Middlesex Historical Society; and, the Urban League. A total of three roundtable discussions were conducted in May and June 2018, with a series of informal interviews carried out both before and following the first roundtable. The second roundtable took place during the June meeting of the London Advisory Committee on Heritage (LACH). Throughout the consultation process, participants had the opportunity to provide additional feedback via email or phone. Over thirty people participated in the consultation process providing input on the identification of candidate areas for consideration as potential HCDs in London, along with what factors should be considered in the prioritization process.

Methodology – A Values-Based Approach

Since the adoption of the original *Historic Places* document in 1993, there have been significant shifts in heritage conservation planning theory and practice. In particular, following *The Nara Document on Authenticity* (1994), the *Burra Charter* (1998, updated 2013), and the Getty Conservation Institute research into values (1998-2005), the focus of heritage planning has been on the importance of cultural heritage value in determining significance. This understanding is reflected within Ontario heritage planning practice through revisions to the *Ontario Heritage Act (OHA)* in 2005, and the development of local evaluation criteria (O.Reg 9/06). However, in terms of the identification of potential heritage conservation districts (HCDs), the *OHA* (or its regulations) does not provide criteria, and only states what an HCD Study and Plan must include as part of the HCD designation process.

The standard for identifying potential heritage conservation districts (HCDs) under the *Ontario Heritage Act (OHA)* is outlined by the Ontario Ministry of Tourism, Culture and Sport in the *Ontario Heritage Tool Kit: Heritage Conservation Districts* (2006). The *Tool Kit* does not provide specific criteria for the identification of candidate areas, however it does provide broad descriptions of characteristics that might constitute a heritage conservation district (HCD). More specifically, the *Tool Kit* does identify

that values are important to the identification of heritage conservation districts and that the “value of the district as a whole is always greater than the sum of its parts. The cultural heritage value of areas can be expressed in terms of their design or physical, historical or associative or contextual values, and that values can be expressed more broadly as natural, historic, aesthetic, architectural, scenic, scientific, cultural, social or spiritual values” (p10).

The *Tool Kit* specifically references the *Historic Places Initiative (HPI)* as a potential model to identify heritage values and attributes. Further, the *HPI Statement of Significance Training Workbook and Resource Guide* outlines a number of cultural heritage values that can be applied to cultural heritage resources (including heritage conservation districts). These values overlap with those outlined in the *Tool Kit* (historical, scientific, cultural, spiritual, aesthetic, educational, social, natural and, contextual).

Finally, a best practices review was undertaken to determine how other Ontario communities considered HCDs. This information was used to develop a values-based assessment to identify potential heritage conservation districts in the City of London. For further description, see Section D.

D IDENTIFICATION OF AREAS

A city-wide review of candidate areas for *Heritage Places 2.0* was initiated by Letourneau Heritage Consulting Inc. in April 2018. Areas identified as having potential cultural heritage value or interest were identified from heritage staff reports, existing heritage inventories, and areas previously noted in *Heritage Places* that had yet to be studied. As well, members of London's heritage community provided input into potential areas for consideration during roundtable discussions. The goal was to develop an initial working list of candidate areas that merit further consideration as part of the *Heritage Places 2.0* project; over fifty areas were initially identified. A values-based assessment was applied to further condense the list of candidate areas. Values were derived from: 1) those outlined in O.Reg. 9/06 – to capture associative, physical and contextual aspects of candidate areas; 2) those outlined in *The London Plan* (Policy 576) –

to ensure that criteria overlapped with those that would be used for the evaluation of candidate areas as potential HCDs; and, 3) those identified in the *Ontario Heritage Tool Kit* and the *Standards and Guidelines for the Conservation of Historic Places in Canada* – to capture additional values not necessarily related to the built/physical environment. The following values were used to identify candidate areas for *Heritage Places 2.0*:

- Historical/Associative Value
- Physical/Design Value
- Contextual Value
- Other values include:
 - Spiritual Values
 - Educational and Scientific Values
 - Natural Values
 - Archaeological Values
 - Social Values

These values provide a framework for the consideration of a range

of factors that may be reflected in cultural heritage resources. See Table 1 for descriptions of the values and characteristics related to each value. The values-based assessment resulted in over fifty candidate areas being initially identified; this was then short-listed to fourteen and prioritized further. See Section E for the short-list of candidate areas.



E PRIORITIZATION OF AREAS

The prioritization of candidate areas for consideration as potential heritage conservation districts (HCDs) was derived from a systematic review of other municipalities' practices, previous staff reports, and consultation with the members of London's heritage community. Of the Ontario municipalities reviewed, only the City of Toronto was found to have a defined, publicly-available prioritization process for the nomination of heritage conservation districts. Toronto's framework is based on five factors: 1) development activity; 2) existing level of protection; 3) fragility of the area; 4) planning priorities, and 5) archaeology. Other factors are also considered such as cultural heritage value or interest (relative to other nominated areas) and/or relevant planning studies. Toronto's factors were found to generally align with those outlined in heritage staff's report to the Planning and Environment Committee (2018-11-04 – HCD Work Plan and Prioritization). A draft list of factors for prioritization was compiled and then vetted with input from community members during roundtable discussions on May 1, 2018 and June 20, 2018, and in consultation with the London Advisory Committee on Heritage (LACH) at their June 13, 2018 meeting.

The final list of factors that was considered during the prioritization of candidate areas is as follows:

- Results of the **values-based assessment** of candidate areas relating to how strongly each area met the characteristics associated with these values (see Section D);
- **Potential for change** within an area which can include development pressure, existing levels of protection, as well as a variety of external pressures, such as projected growth, threats to cultural heritage integrity, or the addition or loss of a significant economic driver;
- **Community preparedness** or readiness and willingness to

initiate and engage in an HCD Study process;

- **Appropriateness of planning tool** (Part V – *Ontario Heritage Act*, HCD designation) for conservation of significant cultural heritage resources in the area versus other planning tools; and,
- **Other factors** such as previous Municipal Council direction, recognition of City planning priorities and implications of planned future initiatives.

Candidate areas were prioritized based on how strongly the area associated with each of the factors noted above. Table 2 summarizes this information.

Fourteen areas (14) in the City of London have been identified as having potential cultural heritage value or interest for possible designation as heritage conservation districts. Note that this prioritization is by no means a measure or reflection of the perceived cultural heritage value or interest of candidate areas. It is recommended that the areas listed below be studied further, prioritized as follows:

1. North Talbot
2. SoHo (South of Horton)
3. The Smokestack District
4. Stanley-Becher-Riverforks

5. Old East Village-Dundas Street
6. Piccadilly
7. Old South II
8. Old North
9. Orchard Park Sherwood Forest
10. Lambeth
11. Hamilton Road
12. Braemar Crescent
13. Hall's Mills
14. Pond Mills

It is important to stress that the outcome of *Heritage Places 2.0* is not an evaluation or recommendation of these candidate areas for designation, but simply the identification and recognition that these areas have potential cultural heritage value or interest. These areas are not being recommended for HCD designation at this time, but are recommended for further study and evaluation as part of Municipal Council's decision to move forward with future HCD studies under Part V of the *Ontario Heritage Act* for any of these candidate areas. See Figure 1.

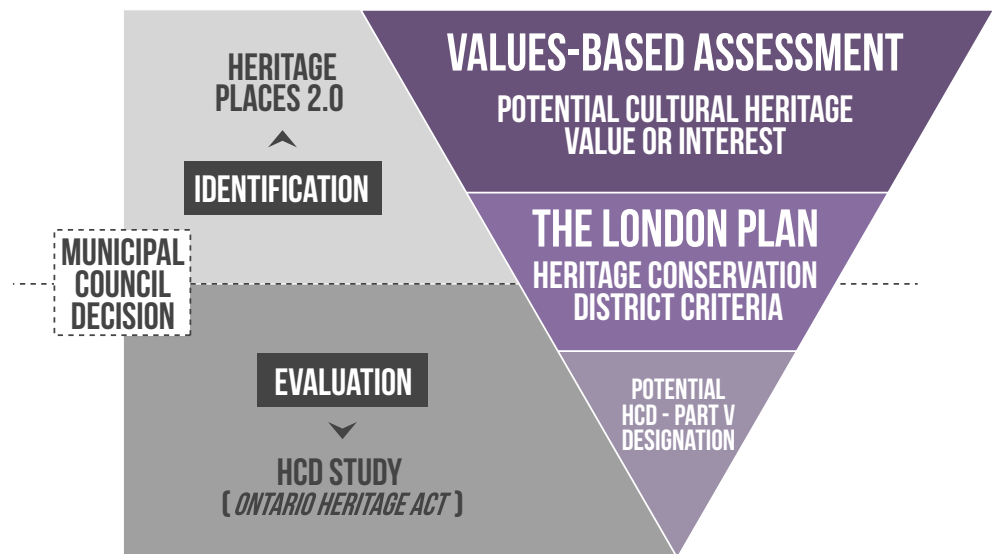







Figure 1. Identification versus evaluation of properties for further study for potential heritage conservation district designation

	VALUE	CHARACTERISTICS
MAIN VALUES	Historical/Associative	Association of area (or properties) with: <ul style="list-style-type: none"> - an individual, development period, event or theme significant to a community
	Physical/Design	Presence in area of: <ul style="list-style-type: none"> - distinctive architectural design, style or construction method - clusters of properties considered to be of cultural heritage value or interest
	Contextual	Presence in area of: <ul style="list-style-type: none"> - distinctive landscapes - landmarks - a distinctive sense of place - properties that are significant as a result of their location or setting
ADDITIONAL VALUES	Spiritual	Association of area with: <ul style="list-style-type: none"> - particular religious communit(ies) - clusters of religious building/cemeteries, ceremonial or cosmological features - oral traditions identifying significance
	Educational & Scientific	Association of area with: <ul style="list-style-type: none"> - teaching landscape(s) - a significant presence of educational/training facilities
	Natural	Association of area with: <ul style="list-style-type: none"> - natural features - environmentally sensitive area(s) - environmental elements which are collectively significant to the community
	Archaeological	Association of area with: <ul style="list-style-type: none"> - known architectural site(s) - potential archaeological site(s) - known burials
	Social	<ul style="list-style-type: none"> - Area contributes to a broader understanding of a way of life - Area contributes to the understanding of an underrepresented aspect or group in London's history - Presence in area of memorial or symbolic elements within the landscape - Area depicts a particular way of life

Table 1. Description of values used in assessment of candidate areas

RANK	CANDIDATE AREAS					
01	NORTH TALBOT	██████████	██████████	██████████	██████████	██████████
02	SOHO (SOUTH OF HORTON)	██████████	██████████	██████████	██████████	██████████
03	THE SMOKESTACK DISTRICT	██████████	██████████	██████████	██████████	██████████
04	STANLEY-BECHER-RIVERFORKS	██████████	██████████	██████████	██████████	██████████
05	OLD EAST VILLAGE-DUNDAS STREET	██████████	██████████	██████████	██████████	██████████
06	PICCADILLY	██████████	██████████	██████████	██████████	██████████
07	OLD SOUTH II	██████████	██████████	██████████	██████████	██████████
08	OLD NORTH	██████████	██████████	██████████	██████████	██████████
09	ORCHARD PARK SHERWOOD FOREST	██████████	██████████	██████████	██████████	██████████
10	LAMBETH	██████████	██████████	██████████	██████████	██████████
11	HAMILTON ROAD	██████████	██████████	██████████	██████████	██████████
12	BRAEMAR CRESCENT	██████████	██████████	██████████	██████████	██████████
13	HALL'S MILLS	██████████	██████████	██████████	██████████	██████████
14	POND MILLS	██████████	██████████	██████████	██████████	██████████

FACTORS:



VALUES-BASED ASSESSMENT



COMMUNITY FEEDBACK + READINESS



OTHER FACTORS



POTENTIAL FOR CHANGE



FITNESS OF PLANNING TOOL

Table 2. Prioritization of candidate areas charted along factors used for ranking purposes



F AREA CHARACTERIZATION STUDIES

Similar to its predecessor, a substantial part of *Heritage Places 2.0* is dedicated to characterization studies of areas within the City of London. Fourteen areas were identified as having potential cultural heritage value or interest, and prioritized for further study as possible heritage conservation districts. The characterization studies are brief, illustrated, and intended to act as an indicator of potential cultural heritage value or interest, not an exhaustive review of each area.

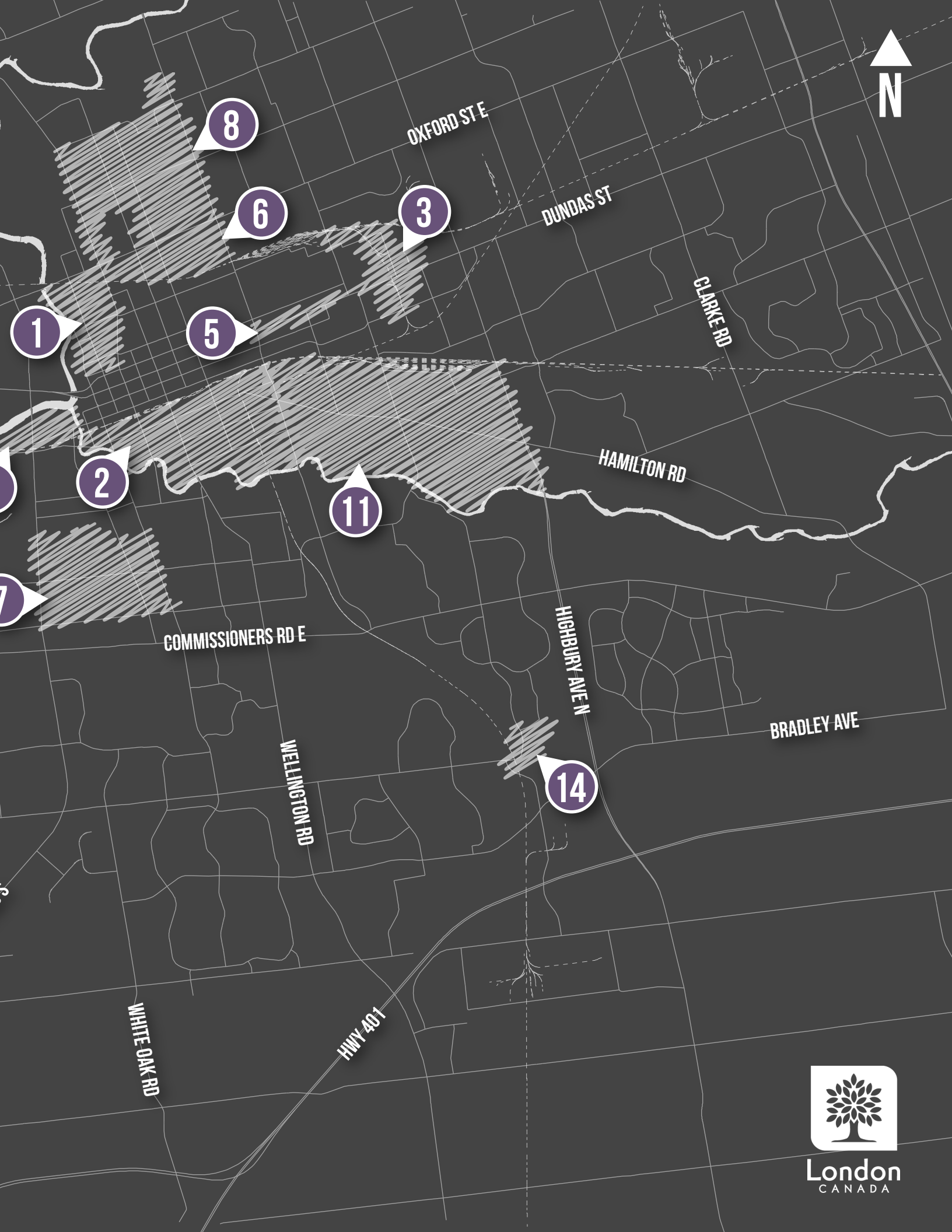
The following characterization studies include a:

- numerical ranking;
- place name;
- description of the area's location along with a location map;
- statement of primary use of properties within the area;
- summary of assessment and illustrative graph; and finally,
- description of the area.

HERITAGE PLACES 2.0 CANDIDATE AREAS



- 01 NORTH TALBOT
- 02 SOHO (SOUTH OF HORTON)
- 03 THE SMOKESTACK DISTRICT
- 04 STANLEY-BECKER-RIVERFORKS
- 05 OLD EAST VILLAGE-DUNDAS STREET
- 06 PICCADILLY
- 07 OLD SOUTH II
- 08 OLD NORTH
- 09 ORCHARD PARK SHERWOOD FOREST
- 10 LAMBETH
- 11 HAMILTON ROAD
- 12 BRAEMAR CRESCENT
- 13 HALL'S MILLS
- 14 POND MILLS



8

6

3

1

5

2

11

7

14

OXFORD ST E

DUNDAS ST

CLARKE RD

HAMILTON RD

COMMISSIONERS RD E

WELLINGTON RD

HIGBURY AVE N

BRADLEY AVE

WHITE OAK RD

HWY 401



London
CANADA



01 NORTH TALBOT

The North Talbot area generally includes properties on Talbot Street between Fullarton Street and Oxford Street East. Harris Park and the north branch of the Thames River (including Ann Street Park) form a natural border to the west. Abutting the North Talbot area are three existing heritage conservation districts – West Woodfield (to the east), Blackfriars-Petersville (to the west), and the Downtown Heritage Conservation District (mainly to the south-east).

PRIMARY USE: residential

ASSESSMENT:

North Talbot rates strongly in all factors used to assess candidate areas for further study as potential heritage conservation districts.





Background

The North Talbot area was not settled until the 1860s, but quickly became London's first 'suburb' established outside of the City-proper. Early on, the area developed to have an exclusive character reflecting London's elite, including homes of the Carling, Leonard, Gunn, Smart, and Blackburn families. Riverside mansions lined the east bank of the Thames River, and wealthy Londoners built expansive homes along major thoroughfares to reflect their high social standing. Over time, this area has transitioned to accommodate many of London's prominent business enterprises, often within historic buildings. Today, North Talbot still retains a predominantly residential character that is also clearly bordered with commercial main streets.

Description

The area is associated with the urban development of London following its annexation in 1840 and includes properties exhibiting late 19th and early 20th-century architectural styles and details (e.g., Italianate, Gothic Revival, and Queen Anne). Some of the most characteristic features of the area is the

many architectural variations on the Italianate style along with commanding residences and the prevailing use of buff brick. The natural landscape predominates with several access points and views along the Thames River.

North Talbot contains a high concentration of cultural heritage resources with nearly 120 heritage listed and designated properties on the City's *Register*. Some notable properties within the North Talbot area include:

- 76 Albert Street (c.1865), built for Josiah Blackburn
- 90 Albert Street (c.1870), home of William R. Meredith, member of Ontario Legislature in 1872 and leader of the Conservative opposition government in 1878; elected Chief Justice of Ontario in 1884
- 93-95 Dufferin Avenue – including 93 Dufferin Ave (c.1864), attributed to Samuel Peters
- Kent Streetscape – including 126-128 Kent Street, home of Thomas H. Carling, president of the Carling Brewing and Malting Company, 130 Kent Street (c.1863), built for George Mackenzie Gunn, and 136 Kent Street (c.1888), designed by

- George F. Durand for William A. Gunn, son of George M. Gunn
- 140-146 Mill Street (c.1863), a set of two double houses in the Italianate style
 - 513 Talbot Street (1881), formerly the Talbot Street Baptist Church
 - 651 Talbot Street (c.1905) and adjacent 653 Talbot Street (c.1908) part of the 'Riverside Residences'

North Talbot was identified in the original *Heritage Places* as an area of outstanding historical, architectural, and natural character that had potential for designation as a heritage conservation district under Part V of the *Ontario Heritage Act*. In July 2017, Municipal Council requested that North Talbot be considered as the top priority on the list of upcoming heritage conservation districts for designation.



02 SOHO (SOUTH OF HORTON)

SoHo or South of Horton, is largely situated south of Horton Street East as the name of this area implies. The area generally includes properties south of the Canadian National Railway lines and west of Adelaide Street North, with south branch of the Thames River form a natural southern and western boundary. SoHo abuts the Downtown and the existing Downtown Heritage Conservation District.

PRIMARY USE: residential/commercial

ASSESSMENT:

SoHo rates strongly in nearly all factors used to assess candidate areas for further study as potential heritage conservation districts.





Background

SoHo has a long history as a community in the City of London from its early days as a place of refuge on the Underground Railroad, to housing one of the City's major medical facilities, to being located along the edges of the Downtown and the Thames River. These factors have given this neighbourhood a prominent role in the development of the City.

The area is generally characterized by an eclectic mix of late 19th to 20th-century residential properties, with commercial properties along Wellington Street and Horton Street East. The portion of the area west of Wellington Street was located within the boundaries of Burwell's *Survey of the Town Site of London* (1826). It is the location of several of London's early mills and industries, including the Labatt Brewery. A major feature affecting the character of SoHo is the now vacant South Street Hospital Complex (formerly the London General Hospital, Victoria Hospital) including the remaining heritage buildings and vacant lands. When the London General Hospital first opened in 1875, the surrounding streets were lined with modest homes, the majority of which were occupied by a largely working-

class community.

In addition to the prominent themes of healthcare and medicine, SoHo is associated with early mills and industry, as well as Clark's Bridge, and a car barn associated with the London & Port Stanley Railway that bisects the area east of Maitland Street. Afro-Canadian history in London is linked to 'The Hollow' (around Thames Street) and the area more broadly. Other ethnic communities in London, including the Jewish and Polish communities are associated with the area and vestiges of their institutions are situated among its built heritage. The area is also associated with the history of the 1840 annexation of London.

Description

The SoHo area contains a high concentration of cultural heritage resources with over 125 heritage listed and designated properties on the City's Register. A distinct sense of place is found throughout particularly noting key streetscapes, such as Clarence Street, Colborne Street, Grey Street, and Henry Street. Some notable properties within the area include:

- 430 Grey Street (c.1868), Beth Emmanuel British Methodist Episcopal Church, one of the oldest

surviving churches representing the Black community in London

- 432 Grey Street (c.1853), Fugitive Slave Chapel; associated with early development of the Black community in London and later connections to the Underground Railway
- 391 South Street (c.1899), the Colborne Building; is the only building that remains on the south side of South Street as part of the original Victoria Hospital
- 392 South Street (c.1922), War Memorial Children's Hospital; built after WWI for specialized child care; Neo-classical styling with cut stone trim and foundations
- 240 Waterloo Street (c.1886), the Michigan Central Roundhouse

The SoHo Community Improvement Plan (2011) recommended that this area be further studied for potential heritage conservation district status. In 2013, Municipal Council supported this recommendation by adding SoHo to a 'priority listing' of areas identified for further HCD study.



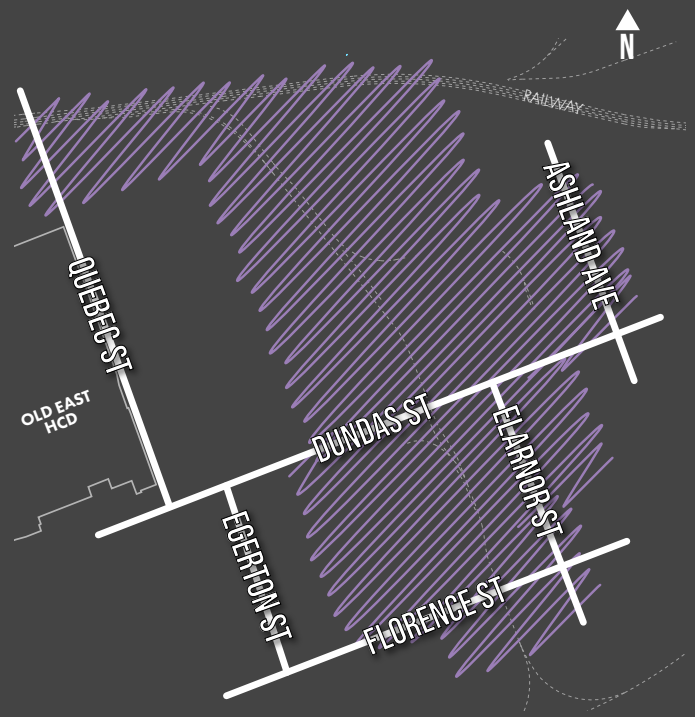
03 THE SMOKESTACK DISTRICT

The Smokestack District comprises an area dotted with industrial complexes situated south of the Canadian Pacific Railway lines and west of Ashland Avenue. Florence Street and Kelloggs Lane and Burbrook Place loosely form the southern and western edges of the area.

PRIMARY USE: industrial heritage

ASSESSMENT:

The Smokestack District rates strongly in nearly all factors used to assess candidate areas for further study as potential heritage conservation districts.





Background

The Smokestack District includes a number of exemplary early 20th-century industrial complexes along Dundas Street. The area is also associated with municipality-sponsored industrial development in the 1910s to 1920s. It is one of a small number of urban areas in the City with observed industrial land uses nearby low- to mid-rise residential, commercial, and park land uses.

The area was annexed by the City of London in 1912. At the time, it was a largely underdeveloped stretch of land between the City of London and Pottersburg. A number of expansive factory complexes were constructed with factory workers' housing being constructed along many of the side streets in adjacent areas.

The District and its physical legacy is integral with the history of London. The District's development pattern traces the City's relationship with rail transportation. Remaining building structures and typologies reflect early 20th-century industrial architecture, factory workers' housing, and the rise of automobile usage (e.g. the early gas station).

Description

There is a concentration of intact examples of early 20th-century factory complexes, as well examples from the late 19th century and mid 20th-century, many of which are listed on the City's *Register*. Some notable properties within the area include:

- 1108 Dundas Street (earliest construction dates to 1907), the Empire Brass Company building, designed by architect John Mackenzie Moore
- 1152 Dundas Street (c.1920), Ruggles Truck building, designed by architectural firm Watt & Blackwell; classical structure with a center bay dominated by three great arched windows and flanked by two symmetrical wings; ornamentation in both the stone and the brickwork is extensive for an industrial structure
- 1156 Dundas Street (c.1914), McCormick Manufacturing Company building, designed by architectural firm Watt & Blackwell; McCormick's was one of the largest employers in London, and remains a major architectural landmark on Dundas Street
- 100 Kellogg Lane (1913-1931), original structure designed by architect John Mackenzie Moore

and boiler house by Albert Kahn; a large industrial structure dominating its portion of Dundas Street with repetitive pillars of red brick separated by large windows

- 445 Nightingale Avenue (c.1923), the Reid Brothers; red brick structure, indicative of the smaller companies in the District; original smokestack and skylights remain
- 471 Nightingale Avenue (c.1917), the Hunt Milling Company building, designed by architectural firm Watt & Blackwell; when built it housed one of the largest flour mills in Canada

The Smokestack District was identified in the Cultural Heritage Landscape Study of London (1996) as a potential Cultural Heritage Landscape – “Dundas East Industrial”. In 2017, fifteen properties in this area were added to the City's *Register*.



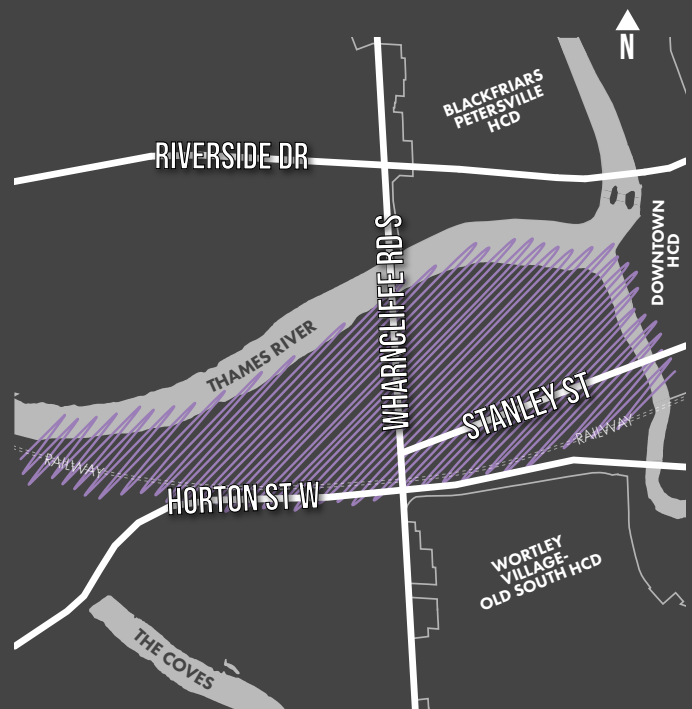
04 STANLEY-BECHER-RIVERFORKS

The Stanley-Becher-Riverforks area is bounded by the Thames River on the north, east and west, and the Canadian National Railway to the south. Surrounding the area are three existing heritage conservation districts – Blackfriars-Petersville (to the north), Wortley Village-Old South (to the south) and the Downtown Heritage Conservation District (to the east).

PRIMARY USE: residential

ASSESSMENT:

Stanley Becher-Riverforks rates strongly in many of the factors used to assess candidate areas for further study as potential heritage conservation districts.





Background

Stanley Street used to be the primary route that linked the Wharncliffe Highway to Ridout Street on the south side of the Thames River. Stanley Street was later subdivided into building lots in the 1870s, with much of the development in the Stanley-Becher-Riverforks area dating from the subsequent period. Some of the oldest homes in London are in this area such as "Stanley Terrace" and "Wincomblea".

Stanley-Becher-Riverforks is generally characterized by a mix of single and semi-detached, and row houses, many built in the mid 19th to early 20th-century. Parks along the Thames River are a defining element of this area with Stanley Street providing a connection from the Wharncliffe Highway (now Wharncliffe Road) to Ridout Street North via the Westminster Bridge. The area is closely associated with the Forks of the Thames River with scenic views to this natural heritage resource.

Examples of period architectural styles and refined details are found throughout the area. The King Street Bridge connecting the Stanley-Becher-Riverforks to Ivey Park, is recognized as a significant cultural heritage resource through its designation under

the *Ontario Heritage Act*. The area is associated with a number of prominent figures, including but not limited to James Givens, a judge in the County Court and President of the London Town Council in 1840-1841.

Description

The Stanley-Becher-Riverforks contains a number of properties listed in the *City's Register*. Key streetscapes include Stanley Street, Becher Street, The Ridgeway, Riverview Avenue, and Evergreen Avenue. Some notable properties within the area include:

- 40 Becher Street (c.1856) – known as Wincomblea – built for Finlay McFee and later occupied by Charles Hutchinson, Crown Attorney for the County of Middlesex and, later, Clerk of the Peace; it is a simple, two storey, buff brick home with a low hip roof and prominent chimneys; the architecture combines Georgian and Regency styles
- 15-17-19-21 Stanley Street (1843) – known as Stanley Terrace – built as the home of Judge James Givens, the first notary and solicitor for the Bank of Upper Canada and also president of the London Town Council in 1841
- 28-30-32 Stanley Street (c.1888), terrace cluster in a mixture of the

Georgian and Italianate styles; the porch features cut-out pattern detailing

- 50 Stanley Street (c.1886), designed by architect George Durand; a Queen Anne Revival home with unusual L-shaped plan with an offset, centre bay projection topped by a conical roof
- 54 Stanley Street (c.1879), unusual Italianate style and liberal use of stone work and detailing
- Numerous groupings of properties on the *Register* (ranging from 1843-c.1925)

Stanley-Becher was identified in the original *Heritage Places* as an area of outstanding historical, architectural and natural character that had potential for designation as a heritage conservation district under Part V of the *Ontario Heritage Act*. In 2013, Municipal Council added Riverforks to Stanley-Becher-Riverforks to recognize the candidate areas on both sides of Wharncliffe Road South. Areas of archaeological potential are identified in the area in the *Archaeological Management Plan* (2017).



05 OLD EAST VILLAGE-DUNDAS STREET

The Old East Village-Dundas Street area generally includes properties on Dundas Street between Adelaide Street North and Quebec Street. In the surrounding area is the Western Fair and the existing Old East Heritage Conservation District – which the area abuts at its northern edge.

PRIMARY USE: commercial

ASSESSMENT:

Old East Village-Dundas Street rates strongly in many of the factors used to assess candidate areas for further study as potential heritage conservation districts.





Background

The Old East Village-Dundas Street area is closely associated with the former Village of London East and the annexation of the area in 1885, as the City of London expanded eastward. The area is also associated with the 1912 annexation of the ‘Smokestack District’, immediately east of this candidate area, and the growth of London’s industries. Examples of late 19th and early 20th-century commercial architectural styles and details are found throughout the area as well as examples of important religious and institutional architecture.

Description

The Old East Village-Dundas Street area is generally characterized by several blocks of late 19th to early 20th-century commercial storefronts, Aeolian Hall (the former Town Hall of the Village of London East), the Palace Theatre building, several turn of the century residential buildings and prominent religious structures. The area reflects the commercial centre of the former Village of London

East. A distinct sense of place is found throughout the area due in part to a cohesive main street streetscape. The area contains a concentration of cultural heritage resources with nearly 75 heritage listed and designated properties on the City’s *Register*. Some notable properties within the area include:

- 609 Dundas Street (1871), Lilley's Corners
- 664 Dundas Street (1897), London Clay Arts Centre; Late Victorian, part of Anderson Block
- 694 Dundas Street (c.1900), two storey, red brick Italianate building – flat roof with large wooden cornice
- 710 Dundas Street (1929), Palace Theatre, Park Theatre; in the Art Deco style – currently the London Community Players
- 778-780 Dundas Street (1886), first business on premises was J. H. Cunningham Fancy Goods; Italianate, two-storey white brick
- 795 Dundas Street (1883), Aeolian Hall
- 864-872 Dundas Street (1885, c.1907), Hayman Commercial Block; built in two sections, with brick of

earlier section stained red to match c.1907 addition

- 869-871 Dundas Street (1890), Hayman House; built for John Hayman, founder of J. Hayman & Sons, contracting business; extensive verandah with bandshell

In 2018, the City of London undertook the preparation of the Old East Village-Dundas Street Corridor Secondary Plan, which was adopted by Municipal Council on June 25, 2019. This area is also subject to the Old East Village Community Improvement Plan (CIP) and guidelines contained within the Old East Village Commercial Corridor: Urban Design Manual (2016).



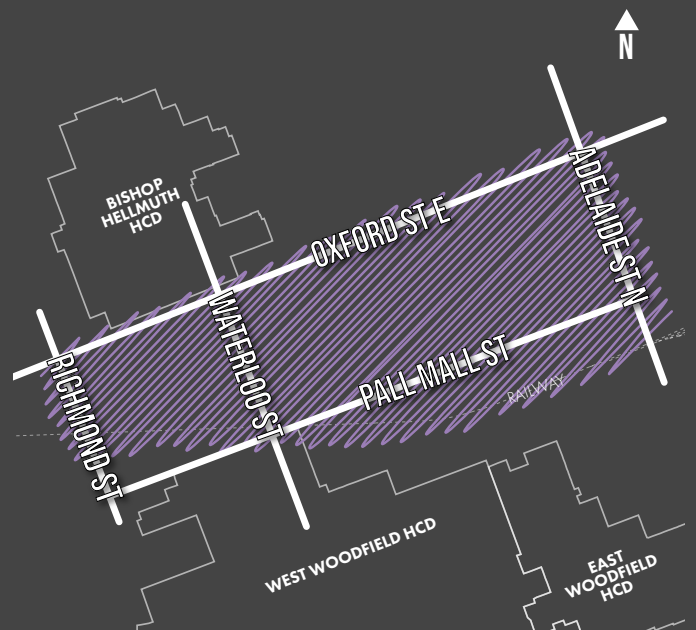
06 PICCADILLY

The Piccadilly area generally includes properties south of Oxford Street East, west of Adelaide Street North, north of the Canadian Pacific Railway and east of Richmond Street. Surrounding the area are three existing heritage conservation districts- West Woodfield Heritage Conservation District, East Woodfield Heritage Conservation District, and the Bishop Hellmuth Heritage Conservation District, which abuts the northern edge of the Piccadilly area.

PRIMARY USE: residential

ASSESSMENT:

Piccadilly rates strongly in several factors and is emerging in others used to assess candidate areas for further study as potential heritage conservation districts.





Background

The Piccadilly area was sparsely populated until the 1880's, due to several blocks being occupied by the British Garrison and the Carling Brewery. The British Garrison was situated on land east of Richmond Street and south of Piccadilly Street down to present day Victoria Park. An artificial body of water, named Lake Horn after Colonel Horn, was created by the British Garrison in the mid 1800's at the most northern point of the Garrison grounds. The Carling Creek, which runs through the Piccadilly area, was dammed at Richmond Street to create Lake Horn. The Garrison grounds were gradually quitted after 1865, but the area just south of Piccadilly Street was not sold for development until the 1880's.

The former Carling Brewery occupied most of the Piccadilly, Waterloo, Pall Mall, and Colborne Street block, just east of the British Garrison. Thomas Carling opened the brewery around 1840. By the 1880's, the former Garrison grounds had been divided up, the dam at Richmond Street was removed and Horn Lake had disappeared.

In 1888 the brewery was relocated to Talbot Street. The block that once occupied Carling Brewery was open for development and the Canada Pacific Railway tracks were laid out alongside Carling Creek. Colborne Street Methodist Church, built in 1889, was the first development on the former Carling Brewery property.

Description

The availability of land in a relatively short time resulted in consistency in building designs representing the period of development. Wide gable ends on the front, with small attic windows, ornamented with milled woodwork that are sided with shingles, can still be seen throughout the area. While these decorative gables are a common element in the area, the distinctiveness comes from similarities being found in a variety of building plans and heights.

The Piccadilly area contains a high concentration of cultural heritage resources with over 70 heritage listed and designated properties on the City's *Register*. Some notable properties within the area include:

- 301 Piccadilly Street (c.1872), home of James Shanley, organizer of the London Field Battery and Local Master of the Supreme Court
- 336 Piccadilly Street (c.1907), also known as Kenross, designed for Charles R. Somerville, founder of a paper box manufacturing company that grew into Somerville Industries
- 398 Piccadilly Street (c.1903), designed by Herbert E. Mathews for John George Richter, a president of the London Life Insurance Company
- 445 Piccadilly Street (c.1905), built by architect William G. Murray for Mr. Fred Henderson, a clerk with Robinson, Little & Co., Wholesale and Dry Goods Dealers

The Piccadilly area is consistently recognized by members of London's heritage community when areas in the City are discussed for potential Heritage Conservation District designation. Although the area has seen newer 20th-century development, much of Piccadilly still dates from its early turn-of-the-century period of rapid building and construction.



07 OLD SOUTH II

The Old South II area generally includes properties south of Duchess Avenue/McKenzie Avenue, west of Ridout Street South, fronting Baseline Road East, and west of Wharncliffe Road South. The area abuts the existing Wortley Village- Old South Heritage Conservation District.

PRIMARY USE: residential

ASSESSMENT:

Old South II rates strongly in several factors and is emerging in others used to assess candidate areas for further study as potential heritage conservation districts.





Background

The Old South II area developed substantially between World War I and World War II. South of Emery Street East (between Wharncliffe Road South and Edward Street) interwar period homes of the 1920s and 1930s are laid out in narrow blocks. East-west roads in this portion of the area extend only one or two blocks, with several prominent bends (notably along Elworthy and Iroquois Avenues). Examples of predominantly vernacular styles, dating to the early 20th century, are found throughout the area. A distinct sense of place is found with respect to scale, massing, setbacks and groupings of similar decorative motifs or plans.

Description

The Old South II area is generally characterized by an eclectic mix of 20th century detached residential properties. The development pattern was influenced by estate lots on the edge of the City. The area contains a number of cultural heritage resources with nearly 50 heritage listed and

designated properties on the City's *Register*. Some notable properties within the area include:

- 244 Base Line Road East (c.1934), Eclectic styling in brick with Tudor details
- 139 Briscoe Street East (c.1882), Ontario Cottage with edged hip roof and pediment gable with gingerbread verging
- 161 and 163 Devonshire Avenue; couplet of (c.1938) Tudor Revival brick buildings with stone trim
- 198 Emery Street East (c.1875), Ontario Cottage built for Thomas Hayden who farmed the area bounded by Wortley Road, Wharncliffe Road S, Briscoe Street and Devonshire Avenue
- 212 Emery Street East (c.1890), Ontario Cottage with central pediment gable and two front bays
- 128 Langarth Street East (c.1883), Ontario Cottage, frame with original wood siding
- 353 Wortley Road (c.1919), one-and-a-half storey Queen Anne red brick with high cross-gabled roof
- 379 Wortley Road (1921), one-and-a-half storey in the Prairie style

with red Spanish tile roof; former home of Mary Scoffield (1907-1992), London's first female medical specialist

- 385 Wortley Road (c.1890), Italianate styling with partially enclosed front verandah

There are some areas of archaeological potential identified in the *Archaeological Management Plan* (2017).



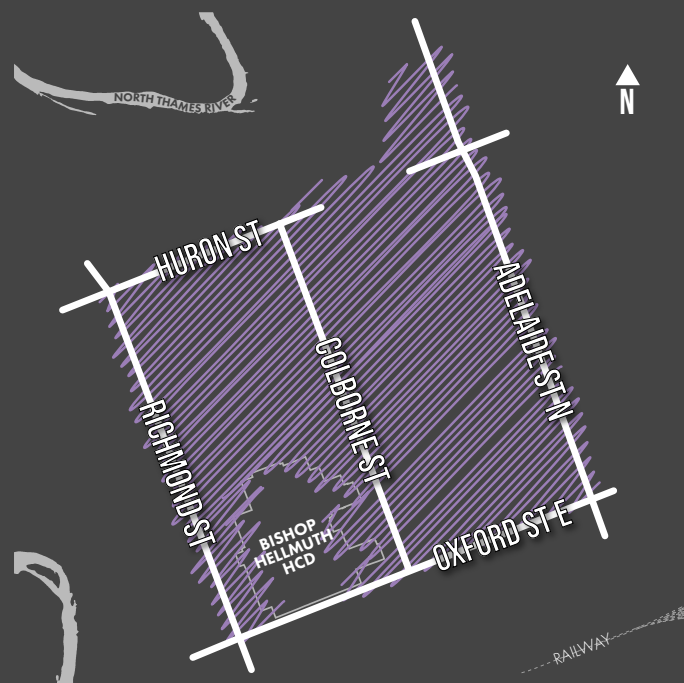
08 OLD NORTH

The Old North area generally includes properties south of Huron Street and the North London Athletic Fields, west of Adelaide Street North, north of Oxford Street and east of Richmond Street. Old North completely surrounds the existing Bishop Hellmuth Heritage Conservation District.

PRIMARY USE: residential

ASSESSMENT:

Old North rates strongly in several factors and is emerging in others used to assess candidate areas for further study as potential heritage conservation districts.





Background

Formerly located at the north end of the City of London, Old North was part of a large area surveyed for settlement in the 1840s. The area remained largely undeveloped until the end of the 19th century. Many of the extant residential structures were constructed in the early 20th century, mostly before World War II. North-south streets within the area are generally continuations of those of the old City of London. The survey pattern of Old North generally reflects its association with inter-war era development.

Description

Old North is generally characterized by detached, low-rise residential properties with a number of wide, tree-lined boulevards. Groupings of residential-vernacular (with some examples of architect-designed residences) are found throughout the area. A distinct sense of place is found throughout, particularly along prime streetscapes, such as Clenray Place and Richmond Street between Oxford

Street East and Huron Street.

The area contains a high number of cultural heritage resources with over 180 heritage listed and designated properties on the City's *Register*. Some notable properties within the area include:

- 1 to 18 Chalmers Street (1933-37), clustering of inter-war Tudor Revival residential properties
- 1 to 17 Clenray Place, cul-de-sac (1932-36), strong streetscape of compatibly-designed properties
- 807 Colborne Street (1909), Fire Hall No. 4; designed by architect Arthur E. Nutter and features a hose-drying tower
- 290 Huron Street (1929), owned by Stuart Gallagher of Gallagher Motors Ltd; Tudor Revival style with original casement windows and picturesque dormers
- 401 Huron Street (1937) Colonial with centre hall plan and wood siding
- 986 Richmond Street (c1908), in the Shingle Style with gambrel roof sheathed in slate
- 268 Regent Street (1935), Albert

- M. Masuret was the first owner who was a well-known wholesale grocer; Herbert E. Murton architect, designed in the English Cottage style
- 273 Regent Street (1927), house exhibiting many recognizable features that define the Arts & Crafts style
 - 784 Richmond St (1863), Picturesque Gothic with double gable façade
 - 371 St James Street (1880), former home of William Wyatt in the Italianate style
 - 325 Victoria Street (1930) Tudor Revival styling in stucco and brick, projecting decorative beams on front façade and low pitched gable roof

The area contains archaeological potential identified in the *Archaeological Management Plan* (2017).



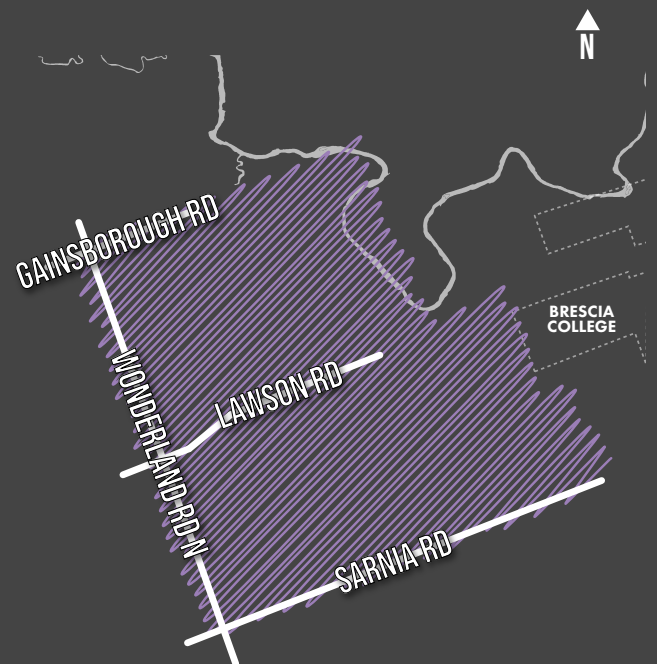
09 ORCHARD PARK SHERWOOD FOREST

The Orchard Park Sherwood Forest area generally includes properties south of Gainsborough Road and Medway Valley Heritage Forest ESA, west of Brescia Lane, north of Sarnia Road and east of Wonderland Road North. Abutting the Orchard Park Sherwood Forest area to the north is the Elsie Perrin Williams Estate, and to the east is Brescia College.

PRIMARY USE: residential

ASSESSMENT:

Orchard Park Sherwood Forest rates strongly in several factors and is emerging in others used to assess candidate areas for further study as potential heritage conservation districts.





Background

The Orchard Park Sherwood Forest area is associated with residential subdivision development outside the City during a period of post-war growth. In 1955, developer Bill Davies confirmed plans for a \$7.5 million, 500 home development on land in the Brescia Heights area of what was then the Township of London. Promotional material stated that this project was to be “carved out a huge apple orchard” from family farms owned by the Sleight's, Edward's, and Palser's into the Orchard Park subdivision. Many of the street names within Orchard Park reflect Davies' interests. Bromleigh Avenue is from Birmingham, England, where Davies' daughter lived. Further, Wychwood Park echoes the name of the Toronto neighbourhood where Davies grew up. Development continued gradually north of Orchard Park, as Sherwood Forest on the former site of Dr. Russell Schram's farm. The development proceeded in three phases: 1960, 1963, and 1964.

Description

The Orchard Park Sherwood Forest area is a characteristic planned residential subdivision of the 1960s era, comprising mainly single-family detached residential properties sited along winding crescents and cul-de-sacs. Irregular parcels have resulted a distinct rhythm of staggered building frontages.

There are many parks with open green space in the area, including Gretna Green Park, Ruskin Park, Rollingwood Circle Park, and A.L. Furanna Park. The grounds of the former Sherwood Forest Public School also offer recreation opportunities. There are two elementary schools, Orchard Park and St. Thomas More.

The area includes two heritage listed properties on the City's *Register* – 33 Bromleigh Avenue (1962) and 122 Bloomfield Drive (1956) – which reflect Mid-Century Modern architectural styling. In addition to a high concentration of 1950s and 1960s residential structures, the area includes a number of physical features

and characteristics representative of subdivision planning and design including the prevalence of bungalows with attached garages or carports, wide chimneys and wide setbacks. Development of the subdivision is indicative of the period, and includes the use of cul-de-sacs and integration with the natural topography and planned park spaces.

A request from the Orchard Park-Sherwood Forest Ratepayers Association was received in May 2013 to add their community to the priority listing of potential heritage conservation districts. This was received by the London Advisory Committee on Heritage (LACH) on June 12, 2013, and approved by Municipal Council's resolution on June 25, 2013.



10 LAMBETH

The Lambeth area is located in the south end of London and includes properties in the former village of Lambeth. James Street, Campbell Street, Sunray Avenue and Dingman Creek loosely form the edges of the area.

PRIMARY USE: commercial/residential

ASSESSMENT:

Lambeth is an emerging area for further study as a potential heritage conservation district, reflecting many of the factors used to assess candidate areas for *Heritage Places 2.0*.





Background

For the purposes of this characterization study, the Lambeth area generally comprises the central core of the former rural village of Lambeth – centered around the intersection of two historic transportation routes – Colonel Talbot Road and Main Street/Longwoods Road. Lambeth dates to around 1809, when Abraham Patrick settled on the east side of Dingman Creek. A post office was established in the community in 1840, operating under the names of Westminster and Lambeth; the post office was located along Main Street, west of Colonel Talbot Road. Lambeth was annexed by the City of London in 1993, and maintains a strong sense of place as a distinct community.

Description

The area includes a number of low-rise detached residential structures, commercial structures and park spaces. Two churches, Lambeth United Church and Trinity Anglican Church, along with a cemetery and cenotaph

are located near the intersection of Main Street and Colonel Talbot Road. Several of the primary streets in the area are named for key figures in Lambeth’s development history. For example, James and Beattie Streets are named for James and Sarah Beattie, who, in 1865, purchased land from the St. Andrew’s Division of the Sons of Temperance, and then sold this property to the Wesleyan Methodist Church in 1866 (Anguish, p16).

The area contains a concentration of cultural heritage resources with nearly 40 heritage listed and designated properties on the City’s *Register*. Some notable properties within the area include:

- 4307 Colonel Talbot Road (1868), Trinity Anglican Church and Cemetery
- Lambeth’s Cenotaph
- 4380 Colonel Talbot Road (1861), Beresford House; property associated with early settler Merrill S. Ayers, who purchased the lot in 1853 where the present house is located
- 4402 Colonel Talbot Road (1925),

former M.B. McEacheren Public School; designed by architect Herbert McBride in the Beaux Arts style

- 2457 Main Street (c.1870), Gothic Revival styling
- 2527 Main Street (c.1865), Georgian style with centre hall plan

The City of London is currently undertaking the preparation of a Community Improvement Plan (CIP) for Lambeth (draft 2018). The Lambeth Village Core is subject to the Southwest Area Secondary Plan (2017 update). Areas of archaeological potential are identified in the Archaeological Management Plan (2017).



11 HAMILTON ROAD

The Hamilton Road area is located southeast of the Downtown and includes properties surrounding Hamilton Road. The area generally includes properties south of the Canadian National Railway, west of Highbury Avenue North and east of Adelaide Street North. The south branch of the Thames River forms a natural southern boundary.

PRIMARY USE: commercial/residential

ASSESSMENT:

Hamilton Road is an emerging area for further study as a potential heritage conservation district, reflecting many of the factors used to assess candidate areas for *Heritage Places 2.0*.





Background

The Hamilton Road area has, and continues to be, an important route into the City's Downtown. The area east of Adelaide Street was annexed by London in 1840 and after annexation, the area began to emerge as an industrial area with a number of small oil refineries. The number of industrial and commercial properties increased after the Grand Trunk Railway (currently part of the Canadian National Railway system) was completed in 1853. The remaining portion of the Hamilton Road area became a part of the City of London in 1885 when the area west of Egerton Street was annexed. In the early 20th century, a number of industrial businesses relocated, which allowed for large areas to be subdivided for housing. Industrial business along the railway consolidated, and commercial properties continued to grow along Hamilton Road.

Description

Hamilton Road continues to be the spine that runs through the area,

and includes low-rise commercial properties as well as institutional, educational, and spiritual structures. The angle of Hamilton Road creates an irregular, but rhythmic pattern of lots and building facades. Neighbourhoods branching off from Hamilton Road include residential structures dating from the late 19th to mid 20th century, and it is not uncommon for a structure to be identical to other houses on the street.

The Hamilton Road area contains a high concentration of cultural heritage resources with over 150 heritage listed and designated properties on the City's *Register*. Some notable properties within the area include:

- 75 Dillabough Street (c.1915), first occupant was J.H. Parker, a foreman
- 88 Egerton Street (c.1914), first occupant was W. Clarke Rumble of Barton and Rumble Carworks
- 77 Price Street (c.1875), occupant Henry Stratford, a plasterer
- Smith Street (c.1908), a row of identical houses

Working with the local community, Planning Services undertook a Community Improvement Plan (CIP) for the Hamilton Road Area which was adopted by Municipal Council in March 2018.



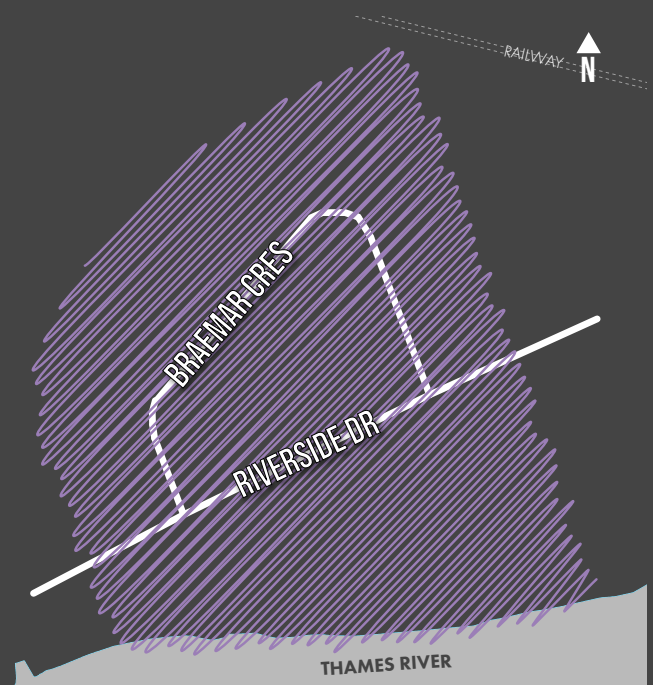
12 BRAEMAR CRESCENT

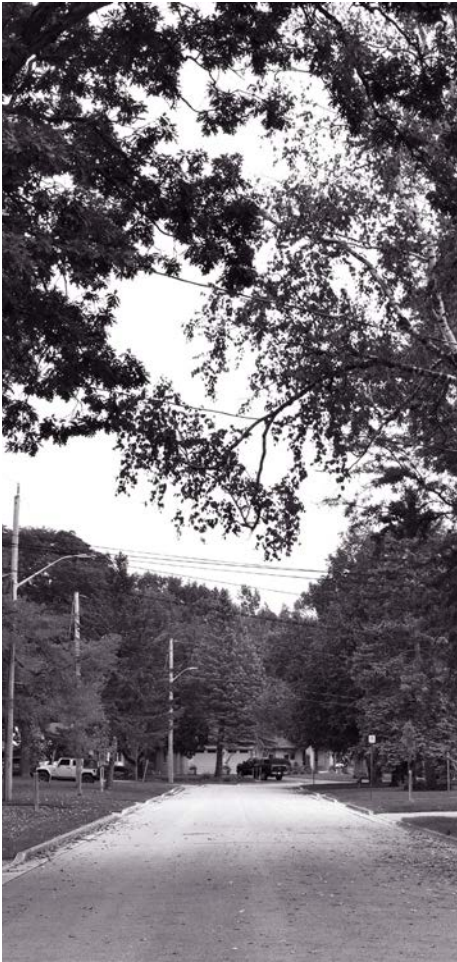
The Braemar Crescent area is located in West London and generally includes properties fronting Braemar Crescent. The area is generally located south/west of Braemar Crescent, north of the Thames River, and east of Wonderland Road North.

PRIMARY USE: residential

ASSESSMENT:

Braemar Crescent is an emerging area for further study as a potential heritage conservation district, reflecting many of the factors used to assess candidate areas for *Heritage Places 2.0*.





Background

Braemar Crescent was London's first subdivision. It is also the first subdivision development undertaken by London home-builder Harry Sifton (The Sifton Construction Company) in an area then located outside of the City of London.

The area is generally characterized by mainly single story, two and three bedroom homes situated on lots to take advantage of the existing landscape and mature trees. Development primarily dates from 1949 to 1951. The south half of the plan of subdivision was registered in 1948 and comprises long residential lots fronting Riverside Drive (then North River Road) and backs onto the Thames River. The north half of the subdivision – comprising smaller, irregularly-shaped lots along Braemar Crescent – was approved in 1950. Construction began in spring 1950, with a total of 57 homes being built from 1950-1951. Braemar Crescent was pivotal for Sifton as the company considered future development in London.

Description

Braemar Crescent is associated with the suburban development of London beginning in the 1950s. It is the first example of a suburban residential development by a private developer. The area includes a high concentration of structures from the 1949-1951 development. A distinct sense of place is found along Braemar Crescent throughout the Braemar Crescent development. No properties within the area are currently listed or designated on the City's *Register*.



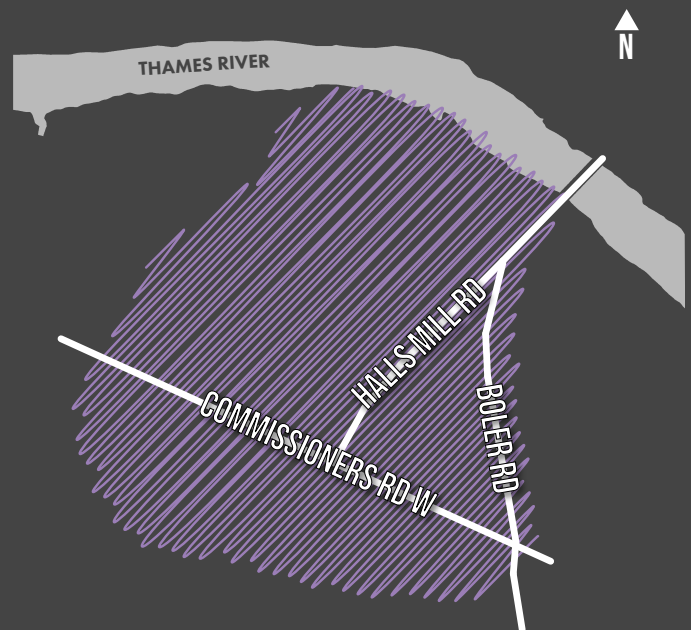
13 HALL'S MILLS

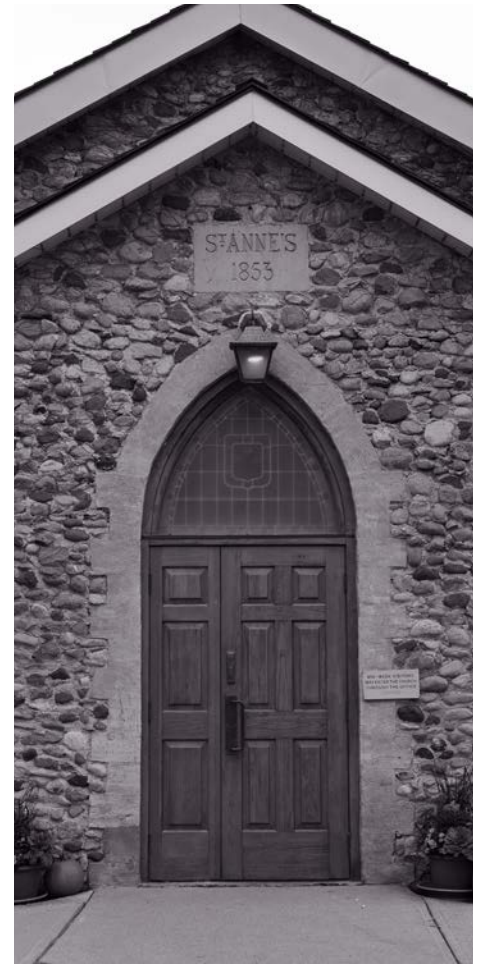
The Hall's Mills area is located in Byron and generally includes properties on Halls Mill Road. The area is generally bounded by the Thames River to the north, Boler Road to the west, Commissioners Road West to the south and Stephen Street to the east. The adjacent area includes Springbank Park.

PRIMARY USE: residential

ASSESSMENT:

Hall's Mills is an emerging area for further study as a potential heritage conservation district, reflecting several of the factors used to assess candidate areas for *Heritage Places 2.0*.





Background

The Hall's Mills area is associated with the early history of Westminster, Hall's Mills and the village of Byron. In the 1820s, a carding and fulling mill was constructed in this location along the Thames River. Burleigh Hunt purchased that property in 1831 and constructed a gristmill and dam across the Thames River. The business was purchased in 1833 by Cyrenius Hall, after whom the hamlet was known.

Westminster was called Hall's Mills as early as 1845 by local community members. In 1853 the area officially became Hall's Mills in honour of Cyrenius Hall, an early owner of a gristmill and dam constructed across the Thames River at this location. At that time the area was settled by 200 people and had a post office. Ultimately, the village of Byron developed around Hall's Mills, and in 1961 the village of Byron was annexed by the City of London.

Description

The Thames River exerts a strong presence in the area and is a

significant geographical, contextual, and historical feature. The natural topography, dense canopy, and location of Hall's Mills along the Thames River contribute to the character and secluded sense of place.

The Hall's Mill area is generally characterized by the collection of early to mid 19th-century properties along Halls Mills Road and Commissioners Road West. The properties along Halls Mills Road range in styles, including Georgian, Ontario Cottage and Queen Anne. There are several properties along Commissioners Road West that are included in the area, including 1289 Commissioners Road West, which is believed to be the last remaining building of the original commercial area.

Within a relatively small area, Hall's Mills contains a concentration of cultural heritage resources that are listed on the City's *Register*. Some notable properties within the area include:

- 1289 Commissioners Road West (c.1835), property of Lanson Harrington, a trunk and saddle maker

- 1344 Commissioners Road West (c.1853), St. Anne's Church in Gothic Revival style
- 225 Halls Mill Road (c.1860), Ontario Cottage with centre gable
- 247 Halls Mill Road (c.1890), Queen Anne styled with bargeboard and open verandah with decorative gingerbread detailing
- 249 Halls Mills Road (c.1835), occupied by Dr. John Lee and his wife who operated a private school out of their home until 1842 – it is a typical five-bay Georgian styled house
- 1288 Halls Mill Place (c.1834), Gothic Revival, built by C. M. Elson, carpenter in Byron



14 POND MILLS

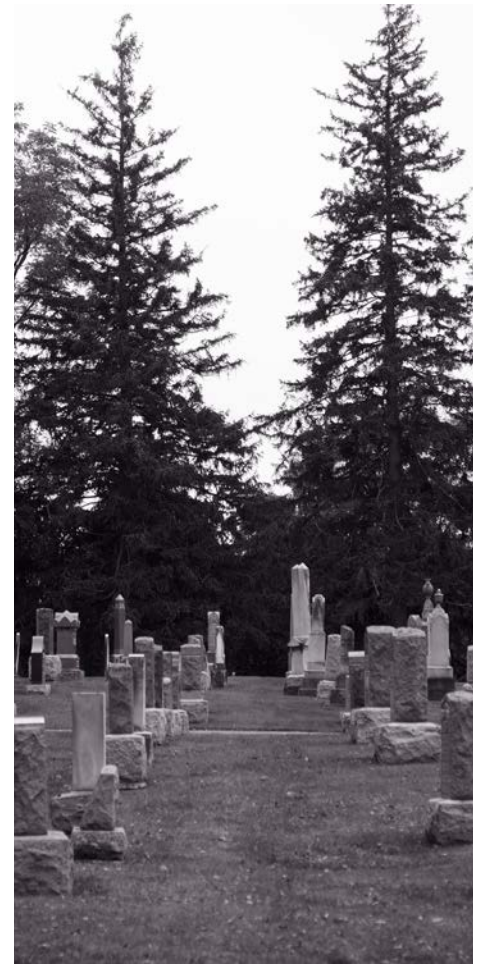
The Pond Mills area is located north of Highway 401 and west of Highbury Avenue South. It is mostly surrounded by Westminister Ponds-South-Pond Mills Environmentally Sensitive Area (ESA) which contains six kettle ponds. The area generally includes properties south of Pond View Road, north/west of Pond Mills Road and east of Pond Mills Road/Southdale Road East.

PRIMARY USE: residential

ASSESSMENT:

Pond Mills is an emerging area for further study as a potential heritage conservation district, reflecting several of the factors used to assess candidate areas for *Heritage Places 2.0*.





Background

Pond Mills is one of the oldest settlements in the former Westminster Township and is associated with the small rural settlement that developed in the 19th century. The area is characterized by the surrounding natural landscape, which includes the Westminster Ponds – Pond Mills Environmentally Sensitive Area and its kettle ponds. This is a key landscape feature. Previously recorded Indigenous sites in the area include at least one late Archaic period site (2500 – 1000 BC) and one Middle Woodland period site (BC 500- 500 AD).

This area attracted early settlers to the shores of the ponds, with a French settler named Mr. Lumeree, building the first mill on a pond in 1823. A hamlet soon grew to include small grist mills, cheese factories, general stores, a school, church, and cemetery. The Pond Mills Cemetery on the North Pond, is one of the oldest in London, with the first burial recorded on May 12, 1825.

Pond Mills contains several scenic

features. These include the natural areas surrounding the ponds and stretches of scenic roadways along Pond Mills Road where it meets Southdale Road East as well as a stretch of Pond View Road.

Description

The area includes several listed properties on the City's *Register* which comprise remnants of the former settlements that grew around the ponds. Some notable cultural heritage resources within the Pond Mills area include:

- Pond Mills Cemetery
- 555 Pond Mills Road (c.1843), original home of a miller whose grist mill was located nearby; the foundations of the mill are still visible
- 570 Pond Mills Rd (c.1870), 1 ½ storey buff brick Ontario farmhouse
- 700 Pond Mills Road (c.1870), Baty House, a Gothic Revival farmhouse still within its original setting
- 1075 Pond View Road (c.1870), an early Ontario farmhouse

Pond Mills was identified in the original *Heritage Places* as an area of outstanding historical, architectural, and natural character that had potential for designation as a heritage conservation district under Part V of the *Ontario Heritage Act*. Areas of archaeological potential are identified in the *Archaeological Management Plan* (2017).

APPENDIX

HERITAGE CONSERVATION DISTRICT - DESIGNATION PROCESS

One of the objectives of designating an area under Part V of the *Ontario Heritage Act (OHA)* is the long-term conservation and management of its cultural heritage value or interest.

Policy – Ontario Heritage Act + The London Plan

The *Ontario Heritage Act (OHA)* enables local municipalities to designate heritage conservation districts (HCDs) provided the requirements of the *OHA* are met and the municipality has sufficient supporting policies within its official plan. London's official plan, *The London Plan*, contains sufficient policies to enable the designation of an HCD in accordance with the *OHA*, as well as the identification of criteria for the evaluation of potential HCDs.

"City Council will consider the following criteria in the evaluation of an area for designation as a heritage conservation district:

1. The association of the area with a particular historical event or era that is unique to the community.
2. The presence of properties which are considered significant to the community as a result of their location or setting.
3. The presence of properties representing a design or method of construction which is considered to be of cultural heritage value or interest to the community, region, province, or nation.
4. The presence of properties which collectively represent a certain aspect of the development of the city that is worthy of maintaining.
5. The presence of physical, environmental, or aesthetic elements which, individually, may not constitute sufficient grounds for designation as a heritage conservation district, but which collectively are significant to the community" (Policy 576).

Process – Requests for Designation

The City has traditionally dealt with a request for HCD Designation in a sequential process. Following Municipal Council's direction in response to a request from the community, a request for proposals is issued to select consultants to undertake the formal study to determine whether an area meets *The London Plan* criteria and provincial requirements for protection as an HCD

under Part V of the *Ontario Heritage Act (OHA)* and to make recommendations regarding possible boundaries. As part of this phase, at least one public information meeting is required. Upon reporting back to Municipal Council, Municipal Council may then direct the preparation of a Plan & Guidelines for the proposed HCD. Again, at least one public information meeting is required as well as a statutory public meeting before the Planning and Environment Committee prior to a recommendation that Municipal Council pass a by-law to designate the HCD pursuant to Part V of the *OHA*. The passing of the bylaw triggers a thirty-day appeal period. If an appeal is launched, the HCD is not in force and effect until the appeal is resolved.

The following are the key steps to designate an HCD as outlined in the *Ontario Heritage Tool Kit – Heritage Conservation Districts* (p16):

The Study

- Step 1 – Request to designate
- Step 2 – Consultation with the Municipal Heritage Committee
- Step 3 – Official Plan provisions should be in place
- Step 4 – The Area Study
- Step 5 – Evaluation of cultural heritage resources and attributes
- Step 6 – Delineation of boundary of the study area & potential HCD
- Step 7 – Public consultation on draft HCD study
→ Municipal Council decision

The Plan

- Step 8 – Preparation of the HCD plan and guidelines (public consultation required)
- Step 9 – Passing the designation bylaw & adoption of the HCD plan
- Step 10 – Registration of bylaw on title
- Step 11 – Notification of passing of bylaw to the Ontario Heritage Trust
- Step 12 – Proposed changes to existing bylaws and Official Plan provisions
- Step 13 – Implementing the HCD Plan

See Table 3.

HCD Study – Required Contents under the Ontario Heritage Act

Section 40(2) of the *Ontario Heritage Act (OHA)* requires that a study for the purpose of designating one or more

HCDs shall include the following:

- a) Examine the character and appearance of the area that is subject of the study, including buildings, structures and other property features of the area, to determine if the area should be preserved as a heritage conservation district;
- b) Examine and make recommendations as to the geographic boundaries of the area to be designated;
- c) Consider and make recommendations as to the objectives of the designation and the content of the heritage conservation district plan required under Section 41.1;
- d) Make recommendations as to any changes that will be required to the municipality's official plan and to any municipal bylaws, including any zoning by-laws. 2005, c. 6. S. 29.

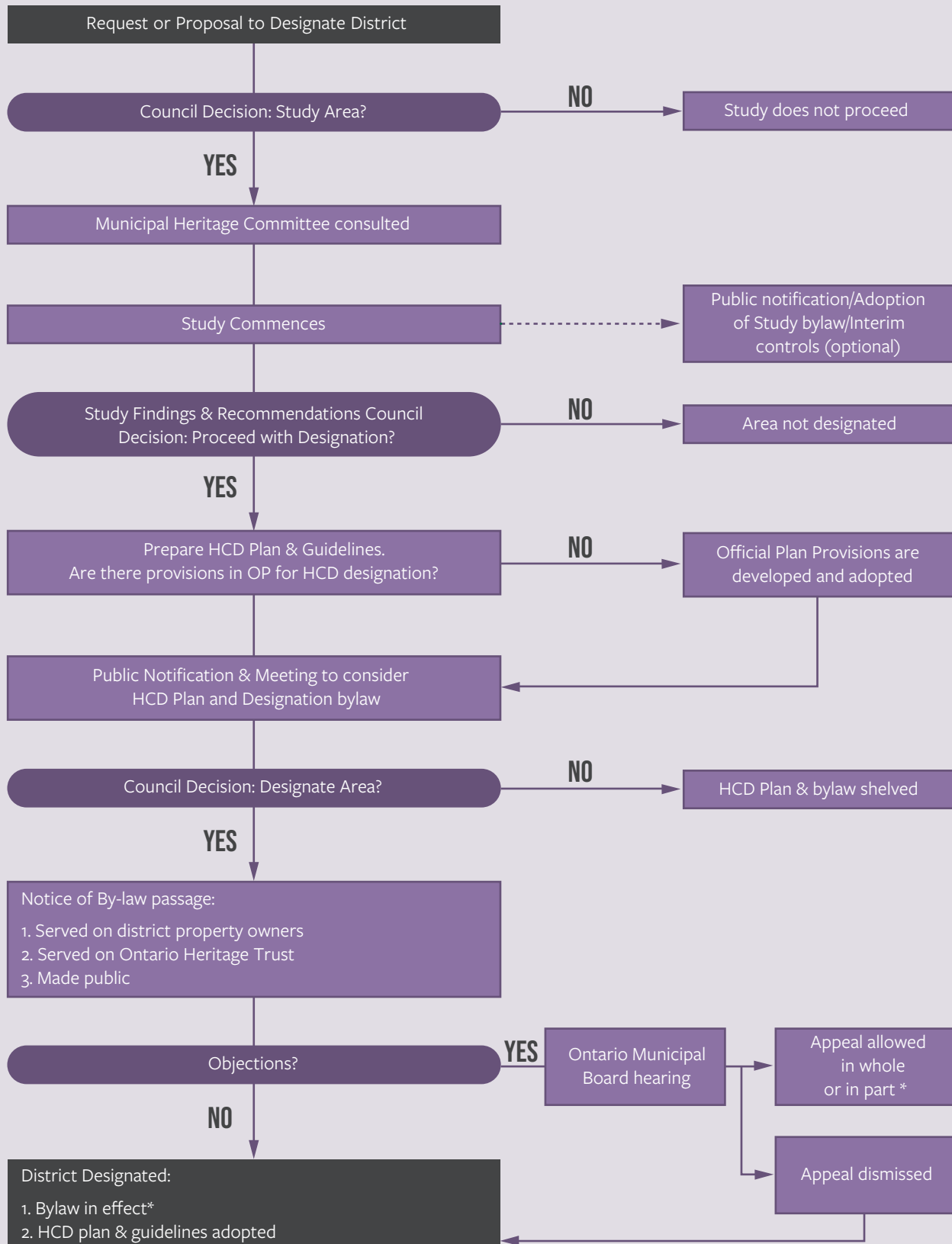
The *OHA* requires consultation with a municipal heritage committee, where established, with respect to the study (Section 40(3)). London's municipal heritage committee is the London Advisory Committee on Heritage (LACH).

HCD Plan – Required Contents under the Ontario Heritage Act

Should the council of a municipality be satisfied with the findings and recommendations of an HCD Study, it may direct the preparation of an HCD Plan as required by Section 41.1(1) of the *Ontario Heritage Act (OHA)*. The *OHA* specifies that an HCD Plan shall include:

- a) A statement of the objectives to be achieved in designating the area as a heritage conservation district;
- b) A statement explaining the cultural heritage value or interest of the heritage conservation district;
- c) A description of the heritage attributes of the heritage conservation district and of properties in the district;
- d) Policy statements, guidelines and procedures for achieving the stated objectives and managing change in the heritage conservation district; and,
- e) A description of the alterations or classes of alterations that are minor in nature and that the owner of property in the heritage conservation district may carry out or permit to be carried out on any part of the property, other than the interior of any structure or building on the property, without obtaining a permit under Section 42.

HERITAGE CONSERVATION DISTRICT DESIGNATION PROCESS



*NB. Bylaw may need to be amended for an appeal allowed “in part”

Table 3. Heritage conservation district designation process (Ontario Heritage Toolkit. HCDs, p17)

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London
CANADA

Appendix B

Bill No. (number to be inserted by Clerk's Office)
2019

By-law No. C.P.-XXXX-____

A by-law to amend The London Plan for the City of London, 2016 to replace the existing *Heritage Places* Cultural Heritage Guideline with an updated *Heritage Places 2.0* Cultural Heritage Guideline.

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 London Plan for the City of London Planning Area – 2016, as contained in the text attached hereto and forming part of this by-law, is adopted.
2. This Amendment shall come into effect in accordance with subsection 17(27) of the *Planning Act, R.S.O. 1990, c.P.13*.

PASSED in Open Council on August 27, 2019

Ed Holder
Mayor

Catharine Saunders
City Clerk

First Reading – August 27, 2019
Second Reading – August 27, 2019
Third Reading – August 27, 2019

**AMENDMENT NO.
to the
THE LONDON FOR THE CITY OF LONDON**

A. PURPOSE OF THIS AMENDMENT

The purpose of this Amendment is to delete the existing policy in Section 1721_4 (Culture Heritage Guidelines) of *The London Plan* for the City of London and replace with a new entry.

B. LOCATION OF THIS AMENDMENT

This Amendment applies to all lands located in the City of London.

C. BASIS OF THE AMENDMENT

1. The recommended amendment is consistent with Section 2.6.1 of the *Provincial Policy Statement (PPS)*, 2014 directing that “significant built heritage resources and significant cultural heritage landscapes shall be conserved.”
2. *The London Plan* provides for the adoption of Guideline Documents to provide direction for the implementation of the policies of the *Plan*. Guideline documents provide guidelines, standards and performance criteria for the evaluation of planning applications and may assist in the implementation of the policies of the *Plan*.
3. At its meeting on January 17, 2017, Municipal Council resolved that Civic Administration review the prioritized list of potential heritage conservation districts in the City, as well as update the current Heritage Places guideline document. The adoption of this guideline document fulfils this Council direction.

D. THE AMENDMENT

The London Plan is hereby amended as follows:

1. Cultural Heritage Guideline Policy 1721_4 is deleted in its entirety and replaced with the following policy;
 4. Heritage Places 2.0: A Description of Potential Heritage Conservation Districts in the City of London.

Appendix C – Public Engagement

Community Engagement

Public liaison: Notice of Application was published in the *Public Notices and Bidding Opportunities* section of *The Londoner* on October 11, 2018. A Notice of Public Meeting was also published in the *Public Notices and Bidding Opportunities* section of *The Londoner* on both October 25, 2018 and July 25, 2019.

A total of 2 replies were received.

Nature of Liaison: “Heritage Places 2.0: A Description of Potential Heritage Conservation Districts in the City of London” is an update of the current guideline document that identifies potential heritage conservation districts in London, and includes a prioritized list of potential heritage conservation districts that have been identified as a result of a city-wide evaluation. Possible amendment to Policy 1721_4 of The London Plan, to delete “Heritage Places: A Description of Potential Heritage Conservation Areas in the City of London” and to replace it with “Heritage Places 2.0: A Description of Potential Heritage Conservation Districts in the City of London.”

Responses: A summary of the various comments received include the following:

- Expressed support for Heritage Places 2.0 and concern that the delays in moving forward with updating Heritage Places has result in the loss of “champion” buildings in North Talbot.
- Concerns regarding the ranking of the Orchard Park Sherwood Forest candidate area, as well as the reasons provided in the description for its ranking.

Responses to Public Liaison Letter and Publication in “The Londoner”

Telephone	Written
	AnnaMaria Valastro 133 John Street, Unit 1 London, Ontario N6A 1N7
	Sandy Levin Orchard Park/Sherwood Forest Ratepayers 59 Longbow Road London, Ontario N6G 1Y5

Appendix D

Previous Reports Pertinent to this Matter

2019, July 10. London Advisory Committee on Heritage Report to Municipal Council, re: Items for Discussion, *Heritage Places 2.0*, 5.1.

2019. *Strategic Plan for the City of London – 2019-2023*.

2018, November 20. Municipal Council Resolution, re: receive draft of *Heritage Places 2.0*, (2018-R01) (3.3/17/PEC).

2017, January 17. Municipal Council Resolution, re: recommend update of *Heritage Places*, 7.n.

2014, November 4. Report to the Planning and Environment Committee. Heritage Conservation District Work Plan and Prioritization.

2014, September 2. Municipal Council Resolution, re: prioritization of Heritage Conservation Districts in the City, 14.a.

2014, August 26. Report to the Planning and Environment Committee. Heritage Conservation District Status Report.

2006. Ontario Heritage Tool Kit. Heritage Conservation Districts: A Guide to District Designation Under the Ontario Heritage Act. Toronto, ON: Queen's Printer for Ontario.

2003, August 25. Report to the Planning Committee. Potential Heritage Conservation District Priority List.

1993. *Heritage Places: A Description of Potential Heritage Conservation Areas in the City of London*.

1993, June 21. Municipal Council Resolution, re: approval of Heritage Places as guideline document to the *Official Plan*, 10.