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Planner: D. MENARD

TO:	CHAIR AND MEMBERS LONDON ADVISORY COMMITTEE ON HERITAGE MEETING ON WEDNESDAY, MAY 08, 2013
FROM:	JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER
SUBJECT:	BLACKFRIARS/ PETERSVILLE HERITAGE CONSERVATION DISTRICT

RECOMMENDATION

That, on the recommendation of the Managing Director, Planning and City Planner, with the advice of the Heritage Planner, the following actions **BE TAKEN** with respect to a proposed Blackfriars/ Petersville Heritage Conservation District Study:

1. The Blackfriars/Petersville Neighbourhood **BE PRIORITIZED** as the next potential Heritage Conservation District on the list of potential Heritage Conservation Districts (*Heritage Places: A Description of Potential Heritage Conservation Areas in the City of London, 1993*);
2. A study of the Blackfriars/Petersville Neighbourhood **BE UNDERTAKEN** for the purpose of designating a heritage conservation district; and,
3. A by-law to designate the Blackfriars/Petersville Neighbourhood heritage conservation study area **BE CONSIDERED** by Municipal Council for the purposes of prohibiting or setting limitations on any alterations, erections, demolitions or removals of buildings or structures within the heritage conservation study area for up to one year.

PREVIOUS REPORTS PERTINENT TO THIS MATTER
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August 25, 2003: Report to Planning Committee: Potential Heritage Conservation District Priority List

May 7, 2013: Report to Planning and Environment Committee, Blackfriars/Petersville Neighbourhood Planning Options.

PURPOSE AND EFFECT OF RECOMMENDED ACTION

The purpose of this report is to consult with the heritage advisory committee (LACH) with respect to the initiation of a proposed heritage conservation district study for the area known as Blackfriars/Petersville.

BACKGROUND

The Petersville /Blackfriars area has been identified as a potential heritage conservation district in *Heritage Places: A Description of Potential Heritage Conservation Areas in the City of London, 1993*, a Guideline Document in Section 19 of the City's Official Plan. The area is shown on the attached Schedule "A".

The Blackfriars/Petersville Neighbourhood currently has six (6) properties designated under Part IV of the *Ontario Heritage Act* and an additional 77 Priority 1 to Priority 3 properties identified as of interest in the 2006 City of London Inventory of Heritage Resources.

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Petersville has long been identified as a potential heritage conservation district (HCD). It was identified as a potential HCD in the Guideline Document – *Heritage Places* as #13 of 14 potential areas in the City. Since then, a 15th area, SoHo, has been added. Since the list was created in 1993, 9 of the first 10 priority areas, have been, or soon will be, established with the completion of the Downtown and Wortley Village-Old South HCDs.

The potential districts remaining, in order of their priority, are:

- 1) Talbot North (no interest expressed recently)
- 2) Stanley-Becher/Riverforks (some interest expressed a couple of years ago, but not recently)
- 3) Grosvenor-St. George (interest previously expressed)
- 4) Petersville/Blackfriars
- 5) Pond Mills (no interest expressed)
- 6) SoHo (recommendation arising from the recent community study)

Heritage Conservation District status requires Council support following a study to determine if the area meets the municipal and provincial criteria for designation under the *Ontario Heritage Act* as a Heritage Conservation District. It also traditionally requires community support as this is seen as a community driven initiative. All of the existing residential areas that have become heritage conservation districts have been in response to requests from the neighbours and residents of the area. Council has responded to these requests by directing that the required studies be undertaken to prepare the Conservation Plans. In the past, Council has also moved a potential area up the priority list to facilitate community goals, such as the Old East Village.

Given the high level of community interest, it would be appropriate to move the Blackfriars/Petersville neighbourhood as the next area to be studied.

Criteria for Heritage Conservation Districts

Section 13.3.1 of the Official Plan states that the following factors will be considered by Council in the evaluation of an area for designation as a Heritage Conservation District:

- *the association of the area with a particular historical event or era that is unique to the community;*
- *the presence of properties which are considered significant to the community as a result of their location and setting;*
- *the presence of properties representing a design or method of construction which is considered architecturally and/or historically significant to the community, region, province or nation;*
- *the presence of properties which collectively represent a certain aspect of the development of the City which is worthy of maintaining; and,*
- *the presence of physical, environmental, or aesthetic elements which, individually, may not constitute grounds for the designation of a Heritage Conservation District, but which collectively are significant to the community.*

Section 40.(1) of the *Ontario Heritage Act* provides for undertaking a study for the purposes of designating one or more heritage conservation districts, and lays out the scope of such studies under section 40.(2). A draft scope for the Blackfriars/Petersville Neighbourhood is attached to this report as Schedule “B”. Section 40.(3) states that the Council shall consult with its heritage advisory committee with respect to the study.

As a result of concerns brought forward by representatives of the neighbourhood, Municipal Council resolved on April 30, 2013 the following:

15. That, the following actions be taken with respect to the verbal presentation from the Managing Director, Planning and City Planner and the Manager, Development Services & Planning Liaison and the communication, from K. and D. Bice, 2 Leslie Street, relating to Blackfriars community infill projects:

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- a) the Civic Administration **BE DIRECTED** to report back at the May 7, 2013 meeting of the Planning and Environment Committee with respect to the implementation of an Interim Control By-law for the area;
- b) the Civic Administration **BE DIRECTED** to report back at a future meeting of the Planning and Environment Committee with respect to the initiation of a City lead rezoning of the subject area from an R2 Zone to an R1 Zone;
- c) the request for a Heritage Conservation District **BE PRIORITIZED** on the list of Heritage Conservation Districts that will incorporate heritage character design guidelines;
- d) a public site plan meeting regarding the site plan application for 108 Wilson Avenue **BE HELD**;
- e) a by-law **BE INTRODUCED** at the May 14, 2013 Municipal Council meeting, to amend By-law No. C.P.-1455-541, a by-law to designated a site plan control area and to delegate Council's power under section 41 of the *Planning Act*, R.S.O. 1990, c.P.13 with respect to an application for site plan approval submitted by Andrew Hines for the property located at 108 Wilson Avenue;
- f) the Civic Administration **BE DIRECTED** to consult with representatives from the Upper Thames River Conservation Authority and the Ministry of Natural Resources;
- g) K. Bice, on behalf of area residents, **BE GRANTED** delegation status when the Civic Administration reports back to the Planning and Environment Committee on this matter;
- h) the Civic Administration **BE DIRECTED** to report back to the Planning and Environment Committee with respect to establishing a requirement for a public site plan process for any application where the proposed infill development proposes a change in use and/or structure that is different from what currently exists on the site, regardless of whether or not the use is permitted under the current zoning; and
- i) the Civic Administration **BE DIRECTED** to include in the report noted in a) above, information relating to the recent court decisions regarding "Lodging House" uses. (2013-D04) (AS AMENDED) (15/9/PEC)

On May 7, Planning and Environment Committee met, and asked that Staff consult with the London Advisory Committee on Heritage on the potential Blackfriars/Petersville Neighbourhood Heritage Conservation District.

In addition to placing this area as the next priority for a heritage conservation district plan and undertaking the studies to designate the area as a heritage conservation district, the Committee is consulting with LACH regarding a possible by-law under Section 40.1(1) of the Ontario Heritage Act that would establish a heritage conservation district study area for a period of up to one years, and that the by-law consider prohibitions or limitations on the alteration of property or the erection, demolition or removal of buildings or structures in the heritage conservation study area. This action is being considered because of the concern that development and/or redevelopment may occur in the area that would not be consistent with the plan or guidelines for the heritage conservation district prior to the completion and adoption of the plan and the guidelines.

The passage of this by-law would be appealable to the Ontario Municipal Board within 30 days of its passing.

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CONCLUSION

The Blackfriars/Petersville Neighbourhood has previously been identified as a potential heritage conservation district. Recent development activity has raised concerns regarding the appropriate scale and intensity of development within this potential heritage conservation district. It is recommended that this area be the next priority area for consideration as a heritage conservation district, and that a study be undertaken for the purposes of designating a heritage conservation district, pursuant to Section 40.(1) of the *Ontario Heritage Act*. It is also recommended that Municipal Council consider passing a by-law to designate the area as a heritage conservation study area under Section 40.1(1) of the *Ontario Heritage Act*, and that the by-law consider prohibitions or limitations on the alteration of property or erection, demolition or removal of buildings or structures in the heritage study area for a period of up to one year.

PREPARED BY:	SUBMITTED BY:
DON MENARD HERITAGE PLANNER	GREGG BARRETT, AICP MANAGER, POLICY PLANNING AND PROGRAMS
RECOMMENDED BY:	
JOHN M. FLEMING, MCIP, RPP MANAGING DIRECTOR, PLANNING AND CITY PLANNER	

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SCHEDULE "A"



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SCHEDULE “B”

7.0 SCOPE

7.1 Heritage Conservation District Study

7.1.1 History

Review the development history and settlement pattern/design of the study area and its significance from a prehistoric, historic and planning perspective locally, provincially and nationally.

7.1.2 Land Use

Determine existing land use patterns in the study area and identify conforming and non-conforming uses relative to the existing Official Plan and zoning by-law provisions.

7.1.3 Movement

Describe the total movement system current and planned, including vehicular and pedestrian; egress and ingress points out of the study area; parking and traffic controls, road improvements.

7.1.4 Building & Site

Identify architecturally and/or historically significant properties noting the history, architectural style, material, construction, form and other important features; note features of contextual importance including the height and scale of the buildings, setting, notable landscaping or outbuildings; evaluate the integrity of the building stock such as building condition, age, nature of existing alterations and whether the structure occupies its original site; identify particularly noteworthy buildings which may warrant special attention. Similar analysis should be conducted for other built features and structures located within the study area, if of some architectural or historical significance.

For individual properties eligible for designation under Part IV of the Act, sufficient documentation to prepare a Statement of Cultural Heritage Value or Interest will be required.

7.1.5 Visual Environment

Identify the significance of distinctive spaces including significant streetscapes and their features such as evidence of mature vegetation (tree canopies), alignment and groupings of buildings, significant views and approaches to and from the district; identify topographical features including vegetation, open spaces, notable surfaces, textured walls, fences, and street furniture; note factors which intrude upon or are of detriment to the study area such as unorganized car parking, inappropriate signs, lighting, plant material, etc.

7.1.6 Socio-Economic Environment

Conduct property owner interviews to gain insight into attitudes regarding the positive and negative attributes of the district area, and the concerns and wishes of property owners relative to conservation objectives and change. The City shall prepare a socio-economic profile of the study area to include demographics, dwelling and household characteristics and economic base for the project.

7.1.7 Commitments and Activities

Identify approved or pending plans or policies that would affect the study area (Municipal Plan Amendments, zone changes, site plan/development agreements, etc); note other

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planned programs (municipal/public works, road improvements, parks and recreation plans, special projects, lighting plans, etc.); note development activity (buildings under construction, building permits, demolition permits).

7.2 Report Format

The Heritage Conservation District Study should be presented in a clear and concise written manner supported by relevant statistics and information and illustrated by maps, photographs and other visual materials. All original graphics and visuals including negatives of photographs that form part of the District Study shall become the possession of the City of London.

Fifteen (15) hard copies of the draft District Study shall be presented to the City in a format that can be easily reproduced. One Master Copy of the final District Study shall be in the form of hard copy (in print form/unbound) and two digital versions on computer disks. In the event there are coloured maps, illustrations or other visuals which cannot be reproduced by the City, 35 hardcopy copies of such materials shall be submitted together with a master diskette.

7.3 Consultation Responsibilities and Public Participation

The consultant(s) shall attend all required Steering Committee and LACH meetings. At least two (2) public meetings will be undertaken during the preparation of the Study. Typically, the first public meeting will occur after the draft of the District Study is completed. This will provide an opportunity for the consultant to incorporate significant public concern in the final draft of the Study. Approval of the Heritage Conservation District Study for recommendation to municipal Council will be at a public meeting of the Planning Committee (a standing committee of City Council). The consultant(s) will be available to present the proposed Heritage Conservation District Study to the Planning Committee, if required.

7.4 Time Frame

It is anticipated that the work program will commence prior to **June 1, 2013**, with the expected completion by February 28, 2014. This time frame includes preparation of the drafts and the final master copies of the Heritage Conservation District Study, and the presentation of same to Planning Committee.