

Report to London Advisory Committee on Heritage

To: Chair and Members
London Advisory Committee on Heritage

From: George Kotsifas, P. Eng.,
Deputy City Manager, Planning and Economic Development

Subject: Demolition Request by Woodland Cemetery for the former Gate House and Maintenance Garage on the Heritage Listed Property at 493 Springbank Drive

Date: Wednesday February 9, 2022

Recommendation

That, on the recommendation of the Director, Planning and Economic Development, with the advice of the Heritage Planner, with respect to the demolition request for the former gate house and maintenance garage on the heritage listed property at 493 Springbank Drive, that:

- a) The Chief Building Official **BE ADVISED** that Municipal Council consents to the demolition of the former gate house and maintenance garage on the property.

IT BEING NOTED that the property located at 493 Springbank Drive should remain on the Register of Cultural Heritage Resources as it is believed to be of cultural heritage value or interest.

Executive Summary

All cemeteries in the City of London are listed on the Register of Cultural Heritage Resources. A demolition request was received from Woodland Cemetery to demolish the former gate house and maintenance garage on the property. When received, a demolition request for a building or structure on a heritage listed property triggers a formal review process pursuant to the requirements of the Ontario Heritage Act and the Council Policy Manual. A preliminary evaluation of the property was completed using the criteria of Ontario Regulation 9/06, Criteria for Determining Cultural Heritage Value or Interest for the purposes of considering this demolition request. Although the property's cultural heritage value or interest is apparent, the former gate house and maintenance garage were not identified as potential heritage attributes of the property.

The demolition request for the former gate house and maintenance garage on the property would not result in adverse impacts to the potential cultural heritage value or interest of the property.

Linkage to the Corporate Strategic Plan

This recommendation supports the following 2019-2023 Strategic Plan areas of focus:

- Strengthening Our Community:
 - Continuing to conserve London's heritage properties and archaeological resources.

Analysis

1.0 Background Information

1.1 Property Location

The Woodland Cemetery property at 493 Springbank Drive is an irregularly shaped lot located on the north side of Springbank Drive between Wonderland Road South and Trowbridge Avenue (Appendix A).

1.2 Cultural Heritage Status

The property at 493 Springbank Drive is a heritage listed property. All cemeteries in the City of London have been included on the Register of Cultural Heritage Resources (the Register). The listing of the property on the Register came into force and effect on March 26, 2007, however, the property was included on earlier versions of the Register including the *Inventary of Heritage Resources* (2006).

1.3 Description

The property at 493 Springbank Drive consists of the Woodland Cemetery. The cemetery was first established in 1878 when the former St. Paul's Anglican Cemetery, which was previously located in what is now Queen's Park, was closed. The Woodland Cemetery property includes the burial grounds, private and public mausoleum structures, a crematorium, an administrative office, as well as the former gate house (and administration office), and maintenance garage.

1.3.1 Former Gate House

The former gate house is located just within the gates to Woodland Cemetery, accessed from Springbank Drive. The original portion of the building has a footprint of approximately 32' by 32' with a small rear addition, and a front addition also with a footprint of approximately 32' x 32'.

The original portion of the gate house is a vernacular two storey dwelling with a hipped roof with a buff brick exterior on the first storey, and aluminum siding on the second storey. The small rear addition is also clad with buff brick. The front addition consists primarily of buff brick exterior cladding with the exception of the east (front) elevation which includes vertically arranged wood siding as well as a large entryway including a door flanked by sidelights and a transom, as well as a bay window. The front addition has a noticeably more "office"-like appearance compared to the original portion of the former gate house.

Most of the windows in the former gate house, including the original portion of the building as well as the front and rear additions, consist of wood sash windows with red brick lintels and sills. Most exterior doors have been replaced. The roofing materials on the building consist of asphalt shingles.

1.3.2 Maintenance Garage

The maintenance garage is located immediately north of the former gate house and had a footprint of approximately 52' x 60'. The building is a single storey with buff brick cladding, and a flat roof. The east (front) elevation includes three bay (or garage) doors, as well as a small casement window, and an access door. The west (rear) elevation is also characterized by the large bay doors to provide access to the cemetery's maintenance equipment. The north and south elevations consist primarily of solid brick walls punctuated with small casement windows.

The on-going repair and maintenance of the building is evident in the use of various types of brick on the side and rear elevations of the building. The building's design is as a utilitarian structure, expressive of its function as a maintenance garage.

1.4 History

1.4.1 Woodland Cemetery History

Woodland Cemetery was first established in 1878, however its history is rooted in a longer narrative of St. Paul's Cathedral's numerous cemeteries and burial grounds in London in the mid-19th century. Early graveyards associated with St. Paul's Cathedral existed within the vicinity of the cathedral itself. However, by the 1840s the burial grounds at St. Paul's Cathedral had become overcrowded and the Town of London prohibited the burial of human remains within town limits. As a result, St. Paul's obtained approximately 20 acres of land outside of the town for a new cemetery.

The new St. Paul's Cemetery located outside of town limits, was located within what is now Queen's Park, known commonly as the Western Fairgrounds. The first recorded

interment at that location was in 1852. In the following years, the burials and gravestones from the cathedral burial grounds were relocated to the new St. Paul's Cemetery.¹

By the 1870s, St. Paul's Cemetery was forced to close and relocate again due to growing town limits. The boundaries of London continued to extend eastwards towards St. Paul's Cemetery and bylaws still prohibited cemeteries within town limits. In the summer of 1879 St. Paul's Cathedral formed a committee to find a new site for the cemetery resulting in the purchase of a 56-acre lot outside of town known as "Woodland Park". The property was previously owned by William Blinn and Eli Griffith² (Appendix B).

The first burial at Woodland Cemetery took place on December 5, 1879, for Charles Dunn, a harness maker. In 1880 St. Paul's Cathedral sold the old cemetery lands and began the difficult task of relocating nearly 4,500 burials to the newly-established Woodland Cemetery. Most of the burials were transferred to Woodland Cemetery, however in some instances family members requested that their loved ones remain be relocated to Mount Pleasant Cemetery. When family members could not be located or reached, St. Paul's relocated the burials to a portion of Woodland Cemetery known as the Potter's Fields. By 1886, the relocation of nearly 4,440 remains to Woodland Cemetery was complete.³

Woodland Cemetery was established towards the end of a period known as the "cemetery beautification movement" in the 19th century. The movement originated in Europe and was characterized by the shift away from urban graveyards and fenced family plots towards more "park style" burial grounds and cemeteries. Starting in France and England in the early-19th century, the movement resolved many of the urbanization and public health concerns associated with burial grounds within urban settings. The movements played on the romanticized ideas of the countryside landscape. The cemetery beautification era reached the United States first in the founding of Mount Auburn, near Boston where the cemetery was established on a hilly, marshy landscape with a weaving network of roads and pathways within a picturesque natural setting. Woodland Cemetery was established later in this movement, but reflected the "park-style" cemetery with its mature trees, fountains, and winding paths along with its north edge overlooking the Thames River.⁴

Woodland Cemetery is the resting place of many notable figures from London's past. Notable Londoners buried at Woodland Cemetery include John Harris and Ameila Harris, John Hayman, Henry Hayman, Charles Hyman, John Kinder Labatt, Bishop Benjamin Cronyn, John McClary, and John W.C. Meredith.

In addition, the cemetery is the burial site for the unfortunate victims of various tragedies in London's history. Woodland Cemetery is the resting place of 52 of the victims who lost their lives on Victoria Day, May 24, 1881 during the sinking of the *Victoria* in the Thames River. The cemetery is also the resting places of many of the Londoners who lost their lives in the Flood of 1883 and the City Hall collapse of 1898.⁵

The design and construction of various monuments and commemorative structures are also woven into the history of Woodland Cemetery, many of which are "firsts" in London. The Pixley-Fulford Mausoleum was constructed in 1895 and was the first private mausoleum in London. Designed by the London architectural firm of Moore and Henry, the structure is set on a 50' by 100' plot purchased by Robert Fulford, the husband of Annie Pixley, a famous American stage actress. Though not from London, the son of

¹ MacKenzie Brash et. al. *Life and Death at Woodland Cemetery*". Unpublished manuscript. London: Western University, 2020 p. 43-48; Woodland Cemetery, "Historical Walking Tours" <https://woodlandcemetery.ca/63/History.html>; Zelinka Priamo, Heritagae Impact Assessment, Woodland Cemetery, July 2016.

² *Life and Death at Woodland Cemetery*, p. 50.

³ *Life and Death at Woodland Cemetery* p.51; L.A. Hope Atkinson, et al, *Finding Those Once Lost: The Analysis of the Potter's Field at Woodland Cemetery, London, ON*, London: Western University, 2020.

⁴ *Life and Death at Woodland Cemetery*, p.43-46; *Finding Those Once Lost*.

⁵ *Life and Death at Woodland Cemetery*, p.73-80.

Annie and Robert tragically drowned in Port Stanley in 1886 and was buried at Woodland Cemetery. Annie was seriously affected by the death of her son, herself passing away in 1893 at the age of 38. Robert Fulford had the mausoleum commissioned in her honour, and together her remains were interred within the mausoleum along with her son Tommy. The intricate design and detailing of the mausoleum also includes three statues representing “Music”, “Drama”, and “Victory”, sculpted by Walter Seymour Allward, one of Canada’s greatest monumental sculptors known most for his Canadian National Vimy Memorial in Vimy, France.

In 1920, Woodland retained Windsor architect Albert H. McPhail to design London’s first public mausoleum. The mausoleum was constructed and is composed of a granite exterior, white marble interior and includes many stained-glass windows along with its large brass doors.⁶

A veteran’s plot was laid out in 1939 in a quiet sloped area of the cemetery, located northwest of the maintenance garage.

London’s first crematorium was designed to look like a historic English chapel and was built at Woodland Cemetery, operating by 1964. By the 1990s with the rise in cremations, a new crematorium was constructed and the old stone crematorium was turned into an indoor columbarium, now known as Woodland Sanctuary.

1.4.2 Gate House and Maintenance Garage History

The mid-20th century marks a period of facility and infrastructure upgrades for Woodland Cemetery. In 1939, the trustees of Woodland Cemetery began to contemplate the replacement of a former gatehouse and barn on the property with a newer residence with on-site offices and a garage. The former gatehouse and barn are visible on a 1922 aerial photograph, located within the same vicinity as the existing gate house and garage.

In 1947, the cemetery retained Frank Wilson of R.G. Wilson and Sons Ltd. to construct the new gate house with offices and a garage. Aerial photography indicates that a front addition had been constructed onto the gate house by the 1960s. Woodland Cemetery continued to use the gate house for administrative office purposes until its new administrative building was opened in 2004. The maintenance garage continues to be used.

2.0 Discussion and Considerations

2.1 Legislative and Policy Framework

Cultural heritage resources are to be conserved and impacts assessed as per the fundamental policies of the *Provincial Policy Statement (2020)*, the *Ontario Heritage Act*, and *The London Plan*.

2.1.1 Provincial Policy Statement

Heritage Conservation is a matter of provincial interest (Section 2.d, *Planning Act*). The *Provincial Policy Statement (2020)* promotes the wise use and management of cultural heritage resources and directs that “significant built heritage resources and significant cultural heritage landscapes shall be conserved” (Policy 2.6.1, *Provincial Policy Statement 2020*).

“Significant” is defined in the *Provincial Policy Statement (2020)* as, “resources that have been determined to have cultural heritage value or interest.” Further, “processes and criteria for determining cultural heritage value or interest are established by the Province under the authority of the *Ontario Heritage Act*.”

Additionally, “conserved” means, “the identification, protection, management and use of built heritage resources, cultural heritage landscapes and archaeological resources in a manner that ensures their cultural heritage value or interest is retained.”

⁶ Woodland Cemetery, “Historical Walking Tours”; *Life and Death at Woodland Cemetery*, p. 110.

2.1.2 Ontario Heritage Act

Section 27 of the *Ontario Heritage Act* requires that a register kept by the clerk shall list all properties that have been designated under the *Ontario Heritage Act*. Section 27(1.2) of the *Ontario Heritage Act* also enables Municipal Council to add properties that have not been designated, but that Municipal Council “believes to be of cultural heritage value or interest” on the Register.

The only cultural heritage protection afforded to heritage listed properties is a 60-day delay in the issuance of a demolition permit. During this time, Council Policy directs that the London Advisory Committee on Heritage (LACH) is consulted, and a public participation meeting is held at the Planning & Environment Committee.

Section 29 of the *Ontario Heritage Act* enables municipalities to designate properties to be of cultural heritage value or interest. Section 29 of the *Ontario Heritage Act* also establishes consultation, notification, and process requirements, as well as a process to appeal the designation of a property. Objections to a Notice of Intention to Designate are referred back to Municipal Council. Appeals to the passing of a by-law to designate a property pursuant to the *Ontario Heritage Act* are referred to the Ontario Land Tribunal (OLT).

2.1.3 The London Plan

The Cultural Heritage chapter of *The London Plan* recognizes that our cultural heritage resources define our City’s unique identity and contribute to its continuing prosperity. It notes, “The quality and diversity of these resources are important in distinguishing London from other cities and make London a place that is more attractive for people to visit, live or invest in.” Policies 572_ and 573_ of *The London Plan* enable the designation of individual properties under Part IV of the *Ontario Heritage Act*, as well as the criteria by which individual properties will be evaluated.

Policies 575_ and 576_ of *The London Plan* also enable City Council to designate areas of the City under Part V of the *Ontario Heritage Act* as Heritage Conservation Districts. These policies include a set of criteria in the evaluation of an area. *Heritage Places 2.0* is a guideline document as a part of the Cultural Heritage Guidelines. The document describes potential heritage conservation districts and assigns a priority to these districts for consideration as heritage conservation districts.

2.1.4 Register of Cultural Heritage Resources

Municipal Council may include properties on the Register of Cultural Heritage Resources that it “believes to be of cultural heritage value or interest.” These properties are not designated, but are considered to have potential cultural heritage value or interest.

The Register of Cultural Heritage Resources states that further research is required to determine the cultural heritage value or interest of heritage listed properties. The subject property is included on the Register of Cultural Heritage Resources.

3.0 Financial Impact/Considerations

None.

4.0 Key Issues and Considerations

4.1. Demolition Request

Written notice of intent to demolish the gate house and maintenance garage on the Woodland Cemetery property at 493 Springbank Drive was submitted to the City on January 24, 2022.

Municipal Council must respond to a notice of intention to demolish a building or structure on a heritage listed property within 60 days, or the request is deemed consented. During this 60-day period, the London Advisory Committee on Heritage

(LACH) is consulted and, pursuant to Council Policy, a public participation meeting is held at the Planning and Environment Committee (PEC).

The 60-day period for the demolition request for the property at 126 Price Street expires on March 25, 2022.

4.2 Cultural Heritage Evaluation

4.2.1 Criteria for Determining Cultural Heritage Value or Interest

Ontario Heritage Act Regulation 9/06 establishes criteria for determining the cultural heritage value or interest of individual properties. These criteria are:

1. Physical or design value:
 - i. Is a rare, unique, representative or early example of a style, type, expression, material or construction method;
 - ii. Displays a high degree of craftsmanship or artistic merit; or,
 - iii. Demonstrates a high degree of technical or scientific achievement.
2. Historical or associative value:
 - i. Has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community;
 - ii. Yields, or has the potential to yield, information that contributes to an understanding of a community or culture; or,
 - iii. Demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.
3. Contextual value:
 - i. Is important in defining, maintaining or supporting the character of an area;
 - ii. Is physically, functionally, visually or historically linked to its surroundings; or,
 - iii. Is a landmark.

A property is required to meet one or more of the abovementioned criteria to merit protection under Section 29 of the *Ontario Heritage Act*. Should the property not meet the criteria for designation, the demolition request should be granted.

The evaluation of the property using the criteria of *Ontario Heritage Act* Regulation 9/06 can be found below.

4.3 Evaluation

A preliminary evaluation of the property at 493 Springbank Drive was completed using the criteria of O.Reg. 9/06. The preliminary evaluation was completed for the purposes of evaluating the gate house and maintenance garage that are the subject of this demolition request.

Cultural Heritage Value	Criteria	Evaluation
The property has design value or physical value because it,	Is a rare, unique, representative or early example of a style type, expression, material, or construction method	<p>The property at 493 Springbank Drive includes various buildings and structures that can be considered rare, unique, or early examples of commemorative or monumental structures associated with cemetery grounds. The Pixley-Fulford Mausoleum, the public mausoleum, the various hillside monuments, and the lay-out of the cemetery itself may be understood as meeting these criteria in their own respective ways.</p> <p>The former gate house and maintenance garage on the property are vernacular and utilitarian structures that are not rare, unique, representative or early examples of a style, type, expression, material, or construction method.</p>
	Displays a high degree of	Many of the buildings and structures on the Woodland Cemetery property display a high

	craftsmanship or artistic merit	degree or craftsmanship and artistic merit, however the former gate house and maintenance garage at Woodland Cemetery do not meet the criteria.
	Demonstrates a high degree of technical or scientific achievement	The former gate house and maintenance garage on the property at 493 Springbank Drive do not demonstrate a high degree of technical or scientific achievement.
The property has historical value or associative value because it,	Has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community	<p>The Woodland Cemetery is the resting place of many notable individuals, as well those who lost their lives in some of London's historic tragedies. The cemetery has direct associations with themes, events, and individuals significant to London's history.</p> <p>The former gate house and maintenance garage are not directly associated with a theme, event, belief, person, activity, organization or institution that is significant to London.</p>
	Yields, or has the potential to yield information that contributes to an understanding of a community or culture	The property does not appear to yield, or, have the potential to yield information that contributes to an understanding of a community or culture.
	Demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community	<p>Many of the buildings and monuments in Woodland Cemetery were designed by well-known architects and artists in London's history. The Pixley-Fulford Mausoleum was designed by the London firm of Moore and Henry, and includes the early sculpting work of Walter S. Allward, one of the most prominent sculptors in Canada's history. In addition, the public mausoleum was designed by Albert McPhail of Windsor.</p> <p>The former gate house and maintenance garage do not reflect the work or ideas of an architect, builder, designer or theorist who is significant to London.</p>
The property has contextual value because it,	Is important in defining, maintaining, or supporting the character of an area	The Woodland Cemetery property is a large park-style cemetery located on the north side of Springbank Drive. The former gate house and maintenance garage do not contribute to the contextual value of the cemetery's size and park-like character.
	Is physically, functionally, visually, or historically linked to its surroundings	<p>As a large, park-style cemetery located on Springbank Drive, the Woodland Cemetery is physically, functionally and historically linked to its surroundings in that it was established in this particular area in 1878 in order to address historic administrative and spatial needs in late-19th century London.</p> <p>The former gate house and maintenance garage are not physically, functionally, visually, or historically linked to the surroundings.</p>

	Is a landmark	<p>Woodland Cemetery includes many monuments and structures that may be understood as landmarks.</p> <p>The former gate house and maintenance garage are not landmarks.</p>
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It is apparent that the Woodland Cemetery property 493 Springbank Drive has potential cultural heritage value or interest. The potential heritage attributes of the property are represented primarily in the park-style landscape of the burial grounds, as well as in many of the structures on the property including the Pixley-Fulford Mausoleum, and the public mausoleum. The former gate house and maintenance garage that are the subject of this demolition request are not understood to be heritage attributes.

Given the short legislative timelines for Municipal Council to consider a demolition request for buildings or structures on a heritage listed property, the evaluation of the property according to O. Reg. 9/06 above should be considered preliminary. A more comprehensive evaluation of the property should be undertaken should designation pursuant to Part IV of the *Ontario Heritage Act* be considered.

4.4 Consultation

Pursuant to Council Policy for the demolition of buildings or structures on heritage listed properties, notification of the demolition request was sent to property owners within 120m of the subject property on February 9, 2022, as well as community groups including the Architectural Conservancy Ontario – London Region Branch, London & Middlesex Historical Society, and the Urban League of London. Notice was also published in *The Londoner*.

Conclusion

All cemeteries in the City of London are listed on the Register of Cultural Heritage Resources. A demolition request was received from Woodland Cemetery to demolish the former gate house and maintenance garage on the property. When received, a demolition request for a building or structure on a heritage listed property triggers a formal review process pursuant to the requirements of the *Ontario Heritage Act* and the Council Policy Manual. A preliminary evaluation of the property was completed using the criteria of Ontario Regulation 9/06, Criteria for Determining Cultural Heritage Value or Interest for the purposes of considering this demolition request.

The demolition request for the former gate house and maintenance garage on the property would not result in adverse impacts to the potential cultural heritage value or interest of the property. Municipal Council should consent to the demolition request for the former gate house and maintenance garage. Given the property still retains potential cultural heritage value or interest, the property should remain on the Register of Cultural Heritage Resources.

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Submitted by: Britt O’Hagan, MCIP, RPP
Manager, Community Planning, Urban Design, and Heritage

Recommended by: Gregg Barrett, AICP
Director, Planning and Development

Submitted by: George Kotsifas, P. Eng.
Deputy City Manager, Planning and Economic Development

Appendices

Appendix A Property Location

Appendix B Images

Sources

- Atkinson, L.A. Hope et. al. "Finding Those Once Lost: The Analysis of the Potter's Field at Woodland Cemetery, London, ON", London: Western University, 2020.
- Brash, MacKenzie, et. al. *Life and Death at Woodland Cemetery*. Unpublished manuscript. London: Western University, 2020.
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- Ontario Heritage Act*. 2019, c.9, Sched. 11. Retrieved from <https://www.ontario.ca/laws/statute/90o18>.
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- Zelinka Priamo. Heritage Impact Assessment. Woodland Cemetery. July 2016.

Appendix A – Property Location

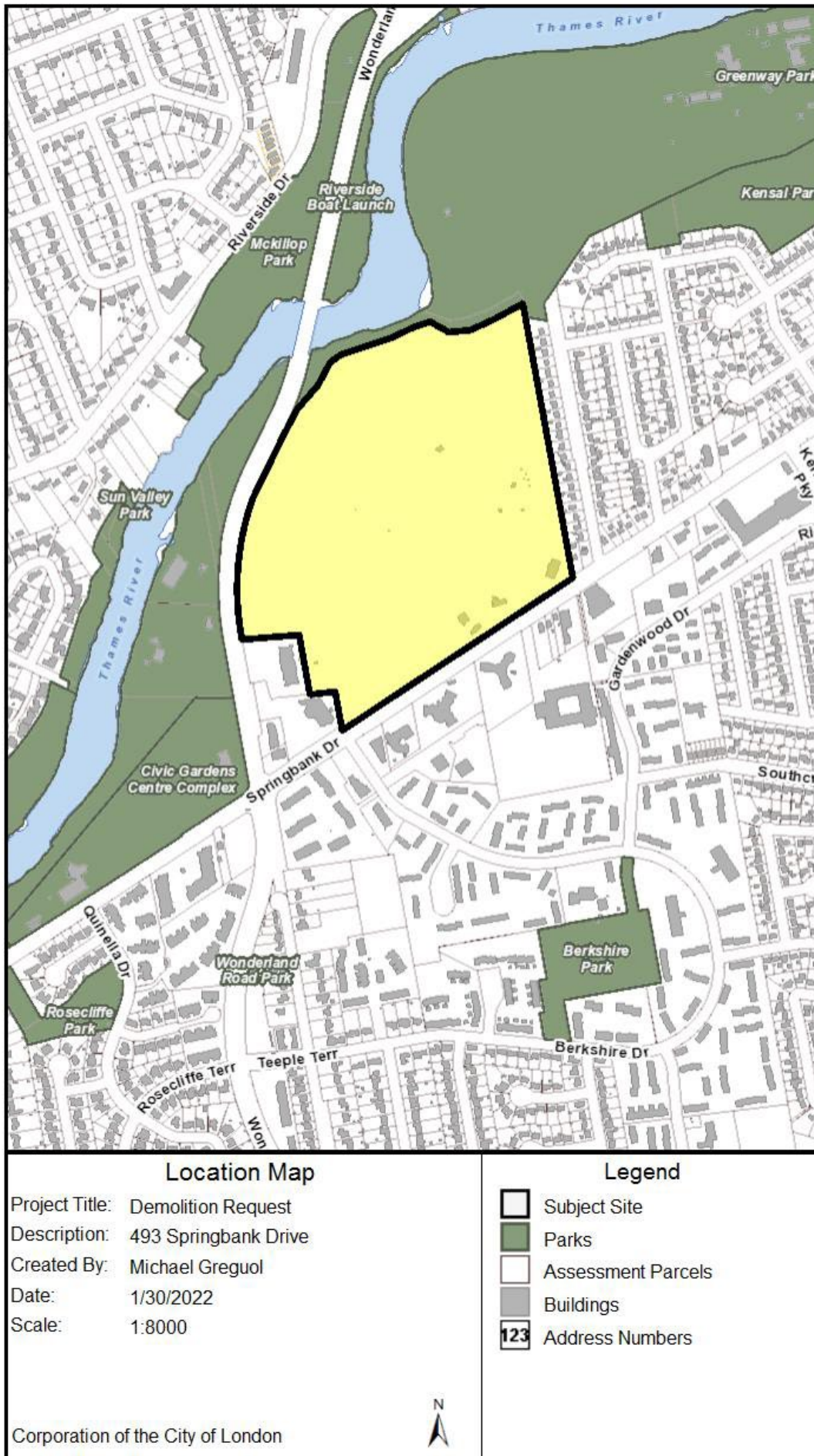


Figure 1: Location Map showing the subject property at 493 Springbank Drive.

Appendix B - Images

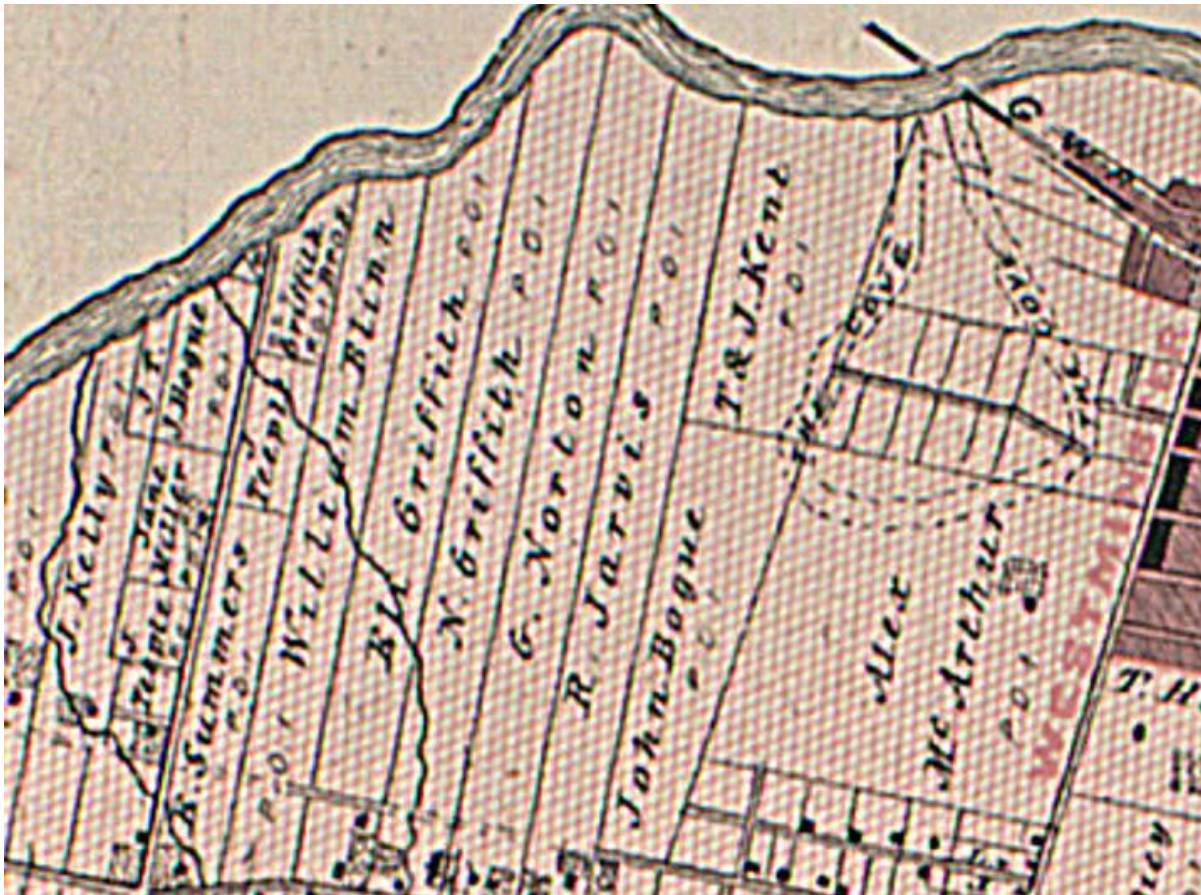


Image 1: Excerpt from the 1878 Illustrated Atlas of Middlesex County, showing the properties under the ownership of William Blinn and Eli Griffith prior to the purchase of Woodland Cemetery by St. Paul's Cathedral.



Image 2: 1922 Aerial photograph of the south portion of Woodland Cemetery showing a previous gate house and barn at bottom left, the recently completed public mausoleum at bottom right and the Pixley-Fulford Mausoleum at centre-right (Western University Aerial Photograph Collection).



Image 3: 1965 aerial photograph of the south portion of Woodland Cemetery showing the subject gate house and maintenance garage at bottom (Western University Aerial Photograph Collection).



Image 4: Pixley-Fulford Mausoleum as depicted in an 1897 copy of the Canadian Architect and Builder.



Image 5: East (front) elevation of the former gate house at Woodland Cemetery (2022).



Image 6: South elevation showing front addition and original portion of the former gate house (2022).



Image 7: Photograph showing the west (rear) elevation of the former gate house (2022).



Image 8: Photograph showing north elevation of the former gate house (2022).



Image 9: Photograph showing the front elevation of the maintenance garage (2022).



Image 10: Photograph showing the side elevation of the maintenance garage and the new administrative office at left (2022).



Image 11: Photograph showing the rear elevation of the maintenance garage (2022).



Image 12: Photograph of the Pixley-Fulford Mausoleum (2022).