Report to Community Advisory Committee on Planning

To: **Chair and Members**
Community Advisory Committee on Planning
From: **Jana Kelemen, M.Sc.Arch., MUDS, RPP, MCIP**
Manager, Urban Design and Heritage
Subject: **Demolition Request for Non-Designated Built Resources on the Heritage Designated Property at 850 Highbury Avenue North – the former London Psychiatric Hospital Lands – by Old Oak Properties**
Date: **September 14, 2022**

Recommendation

That, on the recommendation of the Director, Planning and Development with the advice of the Heritage Planner, the demolition request for the removal of (3) non-designated built resources on the heritage designated property at 850 Highbury Avenue North, **BE PERMITTED** pursuant to Section 34(1) of the Ontario Heritage Act subject to the following terms and conditions:

a) During demolition, construction fencing and buffering of sensitive areas be implemented per Project Site Plan in Appendix B.

b) During demolition, restrict construction routes to areas outside the treed allée.

c) Conduct and implement recommendations of a pre-condition survey, specific to the (3) non-designated built resources, to mitigate the risk of vibration from demolition activity on heritage designated resources.

Executive Summary

A demolition request was submitted by Old Oak Properties on April 5, 2022, to remove (3) non-designated built resources on the heritage designated property at 850 Highbury Avenue North (the former London Psychiatric Hospital Lands). These (3) resources do not contribute to the cultural heritage value or interest of the property and are not identified in the heritage designating by-law (By-Law L-S-P-3321-208) or heritage easement registered on the property (dated January 16, 2019). Their removal will not negatively impact the cultural heritage value or interest of the property. Further, potential impacts to the remaining designated heritage resources (i.e. Chapel of Hope, Horse Stable, Infirmary, Recreation Hall, Treed Allée, and Landscape Zones) will be sufficiently mitigated through construction buffering/fencing, restricting construction routes to areas outside the treed allée, and monitoring demolition vibration impacts. The demolition of these (3) non-designated built resources should be permitted with terms and conditions.

Linkage to the Corporate Strategic Plan

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

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

Analysis

1.0 Background Information

1.1 Previous Reports Related to this Matter

2022, May 30 – Report to Planning and Environment Committee. Demolition Request for Non-Designated Built Resources on the Heritage Designated Property at 850

Highbury Avenue North – the former London Psychiatric Hospital Lands – by Old Oak Properties - Public Participation Meeting. Agenda Item 3.5, pp250-288.

2022, May 26 – Report to Community Advisory Committee on Planning. Demolition Request for Non-Designated Built Resources on the Heritage Designated Property at 850 Highbury Avenue North – the former London Psychiatric Hospital Lands – by Old Oak Properties - Public Participation Meeting. Agenda Item 2.3, pp139-177.

1.2 Location

850 Highbury Avenue North is located at the southeast corner of Highbury Avenue North and Oxford Street East and is known as the former London Psychiatric Hospital lands (LPH). The rectangular-shaped property is bounded by Highbury Avenue North, Oxford Street East, Dundas Street East and a Canadian Pacific Railway spur line. In total, the subject lands are approximately 58.13 hectares (143.64 acres) (Appendix A).

1.3 Cultural Heritage Status

850 Highbury Avenue North, known as the former London Psychiatric Hospital (LPH), is a designated property pursuant Part IV of the Ontario Heritage Act (Appendix D). The property was designated in 2000 under Part IV of the Ontario Heritage Act by By-law No. L.S.P.-3321-208 and includes buildings and number of natural landscape resources. Four of the buildings have been identified as having cultural heritage value or interest (CHVI): the Chapel of Hope (1884), Horse Stable (1894), Infirmary (1902), and the Recreation Hall (ca.1920), along with landscape features such as remnants of a ring road and a circular drive, open space, remnants of an ornamental landscape containing mature plantings of black walnut trees and the grand, tree-lined allée. There are many more built resources that do not contribute to the cultural heritage value or interest of the property. Some of these built resources were the subject of a previous demolition request (2022-05-30, Report to PEC pp250-288), and the remaining (3) are the subject of this demolition request. A Heritage Conservation Easement agreement, dated January 16, 2019, is registered on the property with the Ontario Heritage Trust (Appendix E).

1.4 Property Description

The London Psychiatric Hospital was first established as the London Asylum for the Insane between 1869 and 1870 and operated under several names over the course of its history including the Ontario Hospital London, London Psychiatric Hospital and Regional Mental Health Care Centre. The building complex and grounds are representative of innovative and humane programs in the treatment of the mentally ill that were encouraged by the Hospital's two first supervisors, Henry Landor (1870-1877) and Richard Maurice Bucke (1877-1902). Both advocated for the “moral treatment” of patients, based on compassion and respect which included ‘farming’ as a therapeutic and communal activity. Under Landor's guidance, the Hospital was designed as a working farm. Bucke improved upon Landor’s initial farm concepts and facilities by implementing an elaborate plan for the landscaping of the grounds, in keeping with his theory that beautiful surroundings were conducive to mental health.

Bucke’s innovative ideas are reflected in the original buildings and grounds of the London Psychiatric Hospital which were designed by London architect Thomas H. Tracy and was modeled after Thomas Kirkbride's landmark Pennsylvania Asylum. Four of the original buildings, along with landscape features, are particularly significant having been identified as having cultural heritage value or interest (CHVI). To start with, an expansive tree lined two-lane avenue runs from the original main entrance, north of Dundas Street to the Infirmary building. The Infirmary, built between 1900 and 1902 is a three-storey white brick building in the Victorian Style, displaying classic symmetry and balance. Another building, The Chapel of Hope, constructed by patients in 1884, is one of the only free-standing Chapel buildings within a psychiatric hospital site in Ontario. The chapel is constructed of white brick and reflects the Gothic Revival style with seven stone-capped buttresses on each side. Of note is the large stained-glass window behind the altar. A near-by two-storey brown-brick Recreation Hall (c1920) features gable ends and four small wings, two at each end, with pedimented gables. The Hall was used to host recreational activities for patients and to stage performances.

The property's landscaped grounds and farmland symbolized the key principles of the therapeutic farming approach, on which the London Psychiatric Hospital was founded. Extensive farming operations were also important to the institution's self-sufficiency and were located on the northern portions of the site with stables, greenhouses, orchards and crop fields. Part of the farming operations was a horse stable, still standing which was constructed in 1894 in white brick with a slate roof. Although functional in its use, the stable is monumental in its scale and exhibits deliberate design intentions with regular fenestrations and classical proportions. Finally of note is the importance of the naturalized landscape with broad lawns, specimen trees and curvilinear roads and pathways that tie the built elements together.[1]

The subject lands at 850 Highbury Avenue North have been identified by Old Oak Properties for redevelopment and all buildings on the subject lands are currently vacant. Proposed redevelopment is to include commercial uses and a wide range of housing types, along with adaptive re-use of retained heritage buildings. Old Oak Properties applied for an official plan and zoning by-law amendment (OZ-9324) for a development concept that required amendments to the Secondary Plan for the London Psychiatric Hospital Lands (2016). The adoption of a new revised plan Secondary Plan was approved at the June 14, 2022, Council meeting (2022-06-04, Item 14-3.7).

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 in 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* (*PPS-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)

In addition, Policy 2.6.3 states,

> "Planning authorities shall not permit development or site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved." (p31)

'Significant' is defined in the *PPS-2020* as, "[r]esources that have been determined to have cultural heritage value or interest." Further, "[p]rocesses and criteria for determining cultural heritage value or interest are established by the province under the authority of the *Ontario Heritage Act*." (p51)

Additionally, 'conserved' means, "[t]he 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 under the *Ontario Heritage Act*. To 'conserve' may be achieved by the implementation of recommendations set out in a conservation plan, archaeological assessment, and/or heritage impact assessment. […] Mitigative measures and/or alternative development approaches can be included in these plans and assessments." (pp41-42)

2.1.2 Ontario Heritage Act

The *Ontario Heritage Act* enables municipalities to protect properties of cultural heritage value. This includes the designation of individual properties to be of cultural heritage value or interest pursuant to Section 29 (Part IV), *Ontario Heritage Act*, and groups of properties that together have cultural heritage value or interest pursuant to Section 42 (Part V), *Ontario Heritage Act,* as a Heritage Conservation District.

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[1] Description of the property was compiled from excerpts taken from the following sources: By-law No. L-S-P-3321-208, Julian Smith – Conservation plan (2008), Canadian Register of Historic Place – London Psychiatric Hospital, and Old Oak Properties and OHT (2019) HEA.

While the criteria for the designation of individual heritage properties are found in Policy 573_ of *The London Plan*, the *Ontario Heritage Act* establishes process requirements for decision making.Section 34(1), *Ontario Heritage Act*, states,

> *No owner of property designated under section 29 shall do either of the following, unless the owner applies to the council of the municipality in which the property is situate and receives consent in writing to the demolition or removal:*
>
> > *1. Demolish or remove, or permit the demolition or removal of, any of the property's heritage attributes, as set out in the description of the property's heritage attributes in the by-law that was required to be registered under clause 29 (12) (b) or subsection 29 (19), as the case may be.*
> >
> > *2. Demolish or remove a building or structure on the property or permit the demolition or removal of a building or structure on the property, whether or not the demolition or removal would affect the property's heritage attributes, as set out in the description of the property's heritage attributes in the by-law that was required to be registered under clause 29 (12) (b) or subsection 29 (19), as the case may be. 2019, c. 9, Sched. 11, s. 12.*

Following the receipt of a complete application [for demolition or removal of a property's heritage attributes] per Section 34(4.2) of the Ontario Heritage Act, [t]he council, after consultation with its municipal heritage committee, if one is established, and within the time period determined under subsection (4.3),

> *(a) shall,*
>
> > *(i) consent to the application,*
> > *(ii) consent to the application, subject to such terms and conditions as may be specified by the council, or*
> > *(iii) refuse the application;*
>
> *(b) shall serve notice of its decision on the owner of the property and on the Trust; and*
>
> *(c) shall publish its decision in a newspaper having general circulation in the municipality. 2019, c. 9, Sched. 11, s. 12.*

The refusal or terms and conditions on the approval of demolition request may be appealed by the property owner to the Ontario Land Tribunal within 30-days of Municipal Council's decision.

2.1.3 The London Plan

The Cultural Heritage chapter of *The London Plan* recognizes that cultural heritage resources define the City's unique identity and contribute to its continuing prosperity. *The London Plan* states that, "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." Importantly, "our heritage resources are assets that cannot be easily replicated, and they provide a unique living environment and quality of life. Further, "by conserving them for future generations, and incorporating, adapting, and managing them, London's cultural heritage resources define London's legacy and its future." (552_)

The cultural heritage policies of *The London Plan* are to:

> "1. Promote, celebrate, and raise awareness and appreciation of London's cultural heritage resources.
> 2. Conserve London's cultural heritage resources so they can be passed onto our future generations.
> 3. Ensure that new development and public works are undertaken to enhance and be sensitive to our cultural heritage resources. Generally, the policies of *The London Plan* support the conservation and retention of significant cultural heritage resources." (554_)

The policies of *The London Plan* support the conservation, maintenance, retention, and protection of London's cultural heritage resources […] and Council approval for a demolition application is required as pursuant to the *Ontario Heritage Act* (Policy 590_).

The conservation of whole buildings in-situ is encouraged, while the reasons for designation and identified attributes of the property shall not be adversely affected.

- Policy 566_: Relocation of cultural heritage resources is discouraged. All options for on-site retention must be exhausted before relocation may be considered.
- Policy 568_: Conservation of whole buildings on properties identified on the Register is encouraged and the retention of facades alone is discouraged. The portion of a cultural heritage resource to be conserved should reflect its significant attributes including its mass and volume.
- Policy 587_: Where a property of cultural heritage value or interest is designated under Part IV of the Ontario Heritage Act, no alteration, removal or demolition shall be undertaken that would adversely affect the reasons for designation except in accordance with the Ontario Heritage Act.

Where demolition or irrevocable damage has occurred, documentation may be required as well as interpretive techniques are encouraged where appropriate.

- Policy 567_: In the event that demolition, salvage, dismantling, relocation or irrevocable damage to a cultural heritage resource is found necessary, as determined by City Council, archival documentation may be required to be undertaken by the proponent and made available for archival purposes.
- Policy 569_: Where, through the process established in the Specific Policies for the Protection, Conservation and Stewardship of Cultural Heritage Resources section of this chapter and in accordance with the *Ontario Heritage Act*, it is determined that a building may be removed, the retention of architectural or landscape features and the use of other interpretive techniques will be encouraged where appropriate.
- Policy 591_: Where a heritage designated property or a property listed on the Register is to be demolished or removed, the City will ensure the owner undertakes mitigation measures including a detailed documentation of the cultural heritage features to be lost and may require the salvage of materials exhibiting cultural heritage value for the purpose of re-use or incorporation into the proposed development.

2.1.4 Designating By-Law – 850 Highbury Avenue North (No. L-S-P-3321-208) and Heritage Easement

850 Highbury Avenue North was designated November 6, 2000, under Part IV of the *Ontario Heritage Act* by By-law No. L-S-P-3321-208. The by-law outlines historical and architectural reasons for its designation (Appendix D). Specific architectural heritage resources designated include the:

- Tree-lined Avenue (entrance off Dundas Street)
- Infirmary Building
- Recreation Hall
- Chapel
- Horse Stable

The heritage easement agreement registered between Old Oak Properties and the Ontario Heritage Trust further identifies that 850 Highbury Avenue North retains cultural heritage value or interest (CHVI) because of its physical or design values, historical or associative values, and its contextual values. Heritage attributes which support and contribute to the cultural heritage value or interest of 850 Highbury Avenue North include the:

- Chapel of Hope
- Horse Stable
- Infirmary
- Recreation Hall,

along with additional zones/areas and landscape features:

- Allée, and Ring Road and Zone
- Campus Zone
- Horse Stable Zone

The heritage easement agreement further describes in detail specific heritage features associated with identified attributes and zones (Appendix E).

2.2 Demolition Request and Documentation

On August 19, 2022, a demolition request was submitted by Old Oak Properties, seeking approval to demolish (3) non-designated built resources on the heritage designated property at 850 Highbury Avenue North. Other non-designated built resources on the property were the subject of a previous demolition request (2022-05-30, Report to PEC pp250-288), which was approved by Council (CR. 3.5/11/PEC); the remaining (3) non-designated buildings are the subject of this demolition request. The (3) non-designated built resources include the following and are identified on the Project Plan in Appendix B and Images in Appendix C:

- Garage (B12001)
- Pump House & Underground Water Storage Tank (B12015, B16184)
- South Pavilion Building and Extensions – as noted on project plan (B20794, B12007, B12008, B12009, B12010, B12011, B12012, B12014)

These demolitions are being requested because redevelopment is proposed on the subject lands and a second phase of building removals is required to accommodate Official Plan Amendment application, Draft Plan of Subdivision application, and Zoning By-Law Amendment application. The buildings noted above are within future municipal rights-of-way or are located within future development blocks.

Under the *Ontario Heritage Act* (Section 34), Municipal Council must pass a decision on the demolition request within 90-days of formal receipt of the request, or the request is deemed consented. The statutory deadline for decision is November 17, 2022. In accordance with Section 34(4.2) of the *Ontario Heritage Act*, the Community Advisory Committee on Planning – CACP (formerly London Advisory Committee on Heritage – LACH), is being consulted, and it is anticipated that CACP will have a recommendation available to present at the October 3, 2022, meeting of the Planning & Environment Committee. A decision by Municipal Council is expected at the October 17, 2022, meeting. The 90-day statutory time frame for council decision will have been satisfied.

2.3 Heritage Impact Assessment and Demolition Documentation

A heritage impact assessment (HIA) was not required as part of a complete application for this demolition request. However, Sections 5.2.1 and 7.1.2 of the HIA submitted for the current OP/ZBA application (OZ-9324) identify potential impacts from demolition and construction activity and recommend mitigative measures (Stantec, 2022 HIA). The following potential impacts were identified:

- *The Infirmary Building is within 20 metres of the Pump House (B16184) that is proposed to be demolished. Given the proximity there may be potential for land disturbances related to demolition activities. Therefore, measures must be prepared to mitigate potential indirect impacts.* (HIA, p36).
- *There are areas of the South Pavilion identified for demolition under Phase II (B12011 and B12014) that are located within 35 metres of the Chapel of Hope. Given the proximity, there may be potential for land disturbances related to demolition activities. Therefore, measures must be prepared to mitigate potential indirect impacts.* (HIA, p37)
- *The demolition and construction activities related to the proposed site plan has the potential for land disturbances related to vibration impacts.* (HIA, p41)

Proposed mitigation measures include:

- *Buffer zones, site plan control, and other planning mechanisms: Proposed development is within 50 metres of heritage and cultural heritage landscape features, and they are at risk for indirect impacts resulting from demolition and construction-related ground vibration. To mitigate this risk, a strategy to carry out a pre-condition survey, vibration monitoring, and post-condition survey should be considered and developed by a licensed Engineer preferably with heritage experience.* (HIA, p45)
- *An engineer familiar with assessing vibration effects will review any demolition and construction activities that are to occur within 50 metres of heritage features (Infirmary, Chapel of Hope, Recreation Hall, and Horse Stable). If required, at the discretion of the Engineer, strategies to mitigate possible indirect vibration effects to a heritage feature will be taken* (HIA, p I, p47).

Per above sections of the HIA, a pre-condition survey is suggested to mitigate the risk of vibration from demolition.

Note that pre-construction analysis monitoring was prepared (EXP, 2022) for the previous demolition request (2022-05 30, Report to PEC pp250-288) and another survey is currently being undertaken specifically related to this demolition request. Conclusions from the previous pre-construction analysis also reference potential impacts and mitigative measures associated with the (3) non-designated built resources identified in this demolition request:

> *"[…] the following buildings will require preconstruction and post-construction surveys: B12035 (Stables/Barn), B12019 (Chapel of Hope) and B12029 (Rec Hall). The demolition activity proposed is not anticipated to effect the super structure of the building, however EXP believes it would be prudent to document the pre-construction conditions prior to demolition activity, to establish the baseline conditions.*
>
> *It is EXP's opinion that Building B12018 (Infirmary), based on its size and construction type, along with proximity to other buildings will require a pre-construction survey and crack monitoring gauges installed, and a post-construction survey. EXP believes that the demolition activity in relatively close proximity may affect finishes and/or façade components. A vibration monitor is recommended to be installed at a strategic location to verify the level of movement may potentially be induced. Vibration monitoring should also occur specifically during backfilling and/or compaction activities after demolition has been carried out.*
>
> *The opinions above are based on proximity to adjacent buildings, building construction and conditions observed. Typically, any structure within 100ft of any demolition, vibration and/or construction activity, below grade, should be monitored. EXP recommends obtaining baseline vibration profiles to ensure that local roadway traffic is accounted for. This should be done prior to demolition activities commence. Attached is the Standard Operating Procedure for vibration level monitoring."* (EXP, 2022)

Adequate buffering measures have been noted on the Project Site Plan and construction fencing will be placed to ensure no equipment will transverse outside the established boundary (Appendix B).

Finally defined construction access/route(s) and working areas are identified on a Project Site Plan to ensure that heritage resources (specifically allée trees) are well separated from ingress/egress access during demolition activity. Use of roadways within the treed allée, will be restricted.

2.2.1 Consultation

Pursuant to Council Policy for demolition on heritage designated properties, notification of the demolition request will be sent to residents and property owners within 120m of the subject property, as well as community stakeholders including the Architectural Conservancy Ontario – London Region, London & Middlesex Historical Society, and the Urban League. Notice will also be published in *The Londoner* on September 15, 2022. It is a policy and practice of Municipal Council that the demolition of heritage designated properties shall be considered at a public participation meeting before the Planning and Environment Committee. This item will be heard at the October 3, 2022, PPM of the Planning and Environment Committee.

At its meeting on August 31,2022, the Stewardship Sub-Committee of the Community and Advisory Committee on Planning (CACP), received a brief verbal presentation from heritage planning staff regarding the demolition request and did not object to the demolition of the remaining three non-heritage buildings at 850 Highbury Avenue North – noting that it excludes the horse stables, Chapel of Hope, recreation hall, Infirmary building, and tree allée.

Heritage planning staff accessed the subject lands on May 5 and September 4, 2022, for the purposes of photo-documenting building exteriors, the site landscape and surrounding context.

3.0 Financial Impact/Considerations

None

4.0 Key Issues and Considerations

This demolition request considers the removal of (3) non-designated built resources on the heritage designated property at 850 Highbury Avenue North. These resources do not contribute to the cultural heritage value or interest of the property and are not identified in the designating bylaw or heritage easement registered on the property. Their removal will not negatively impact the cultural heritage value or interest of the property. Further, potential impacts to the remaining designated heritage resources have been identified (specifically land-related disturbances due to demolition activity near the Infirmary and Chapel of Hope). To mitigate this risk, a strategy to carry out a pre-condition survey, vibration monitoring, and post-condition survey was proposed during the previous request for the demolition of (8) non-designated built resources on the property (2022, May 30-PEC; see EXP, 2022)). A pre-construction analysis for the purposes of vibration assessment/monitoring is currently being undertaken specifically related to this demolition request.

Through construction buffering/fencing, restricting construction routes to areas outside the treed allée, and monitoring demolition vibration impacts through pre-, during, and post- assessments, potential impacts on built and landscape heritage designated resources will be sufficiently mitigated.

Conclusion

This demolition request considers the removal of (3) non-designated built resources on the heritage designated property at 850 Highbury Avenue North. These resources do not contribute to the cultural heritage value or interest of the property and are not identified in the heritage designating by-law (By-Law L-S-P-3321-208) or heritage easement registered on the property (dated January 16, 2019). Their removal will not negatively impact the cultural heritage value or interest of the property. Further, potential impacts to the remaining designated heritage resources (i.e. Chapel of Hope, Horse Stable, Infirmary, Recreation Hall, Treed Allée, and Landscape Zones) will be sufficiently mitigated through construction buffering/fencing, restricting construction routes to areas outside the treed allée, and monitoring demolition vibration impacts. The demolition of these (3) non-designated built resources should be permitted with terms and conditions.

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Heritage Planner

Submitted by: **Jana Kelemen, M.Sc.Arch., MUDS, MCIP RPP**
Manager, Urban Design, and Heritage

Appendices

Appendix A	Property Location
Appendix B	Demolition Site – Project Plan
Appendix C	Images
Appendix D	850 Highbury Avenue North, By-law - L-S-P-3321-208
Appendix E	Heritage Easement Agreement – London Psychiatric Hospital, North Parcel (Jan 16, 2019); Schedule B1, B2 and B3

Sources

2022, June 15. Municipal Council Resolution (3.5/11/PEC). London, ON: Corporation of the City of London. [Action: demolition request for the removal of (8) non-designated built resources be permitted].

2022, June 14. Municipal Council Minutes. Item 14(3.7). London, ON: Corporation of the City of London. [Action: LPH Secondary Plan amendments approved; deletion of the existing plan and the adoption of the new revised plan].

2022, May 30 – Report to Planning and Environment Committee. Demolition Request for Non-Designated Built Resources on the Heritage Designated Property at 850 Highbury Avenue North – the former London Psychiatric Hospital Lands – by Old Oak Properties - Public Participation Meeting. Agenda Item 3.5, pp250-288. [re: request for demolition of (8) non-designated built resources on the property].

2022, May 26 – Report to Community Advisory Committee on Planning. Demolition Request for Non-Designated Built Resources on the Heritage Designated Property at 850 Highbury Avenue North – the former London Psychiatric Hospital Lands – by Old Oak Properties - Public Participation Meeting. Agenda Item 2.3, pp139-177. [re: request for demolition of (8) non-designated built resources on the property].

2022, May 6 – Memo to Michael Clark, Planner I, from Laura E. Dent, Heritage Planner. re: OZ-9324 – London Psychiatric Hospital Secondary Plan Heritage Planning Comments – Heritage Impact Assessment (re-submission)

2022, April 14. Municipal Council Resolution. (4.1/7/PEC-b). London, ON: Corporation of the City of London. Action, [re: London Advisory Committee on Heritage satisfied with conclusions and recommendations of HIA, Stantec, Jan 2022].

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Stantec Consulting Inc. (2022, January 31*). Legacy Village heritage impact assessment – 850 Highbury Avenue North* (draft). London, ON: Author.

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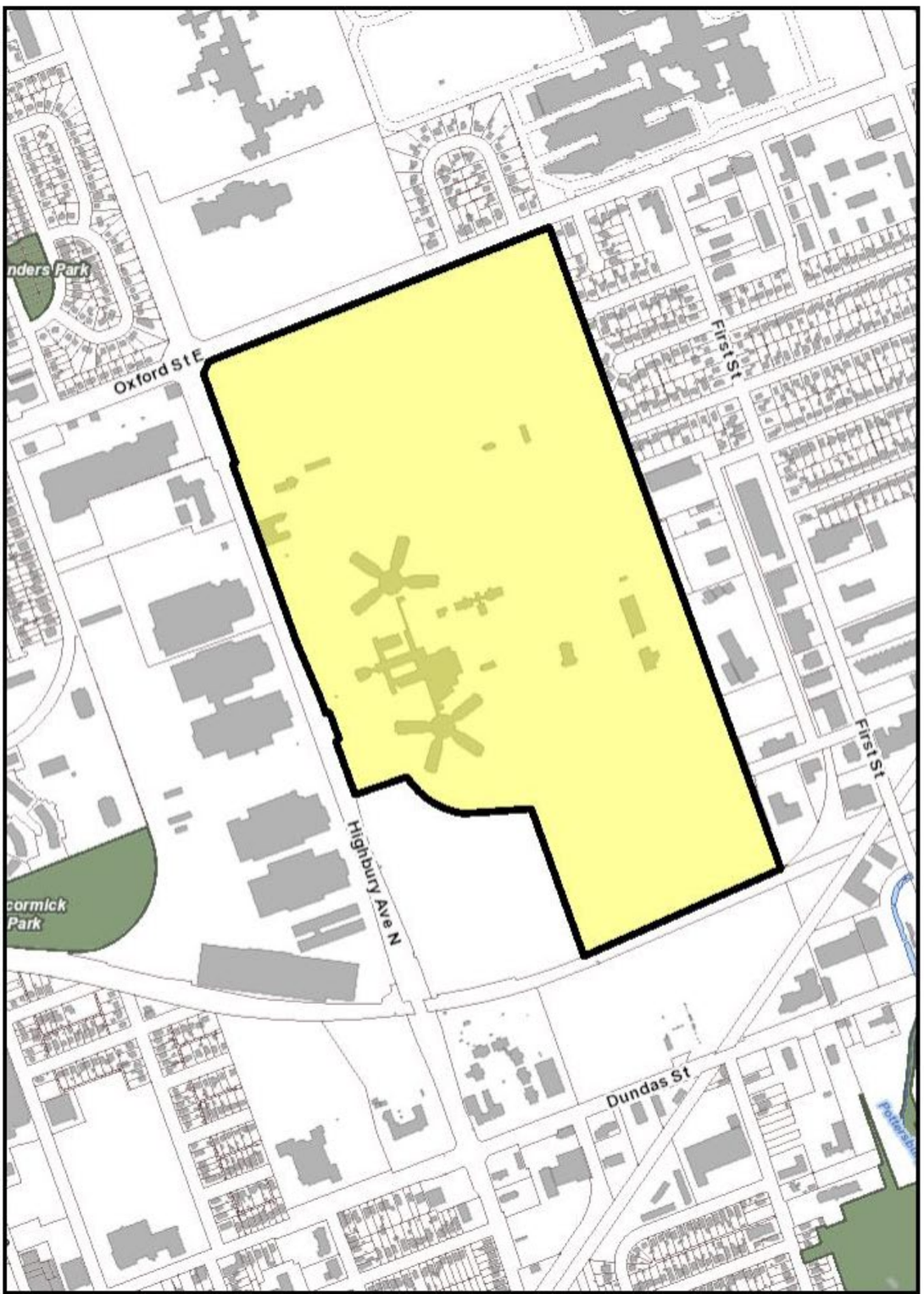
Appendix A – Property Location



Location Map

Project Title:	850 Highbury Avenue N
Description:	Location Plan
Created By:	Laura Dent
Date:	5/5/2022
Scale:	1:8000

Corporation of the City of London

N

Legend

- Subject Site
- Parks
- Assessment Parcels
- Buildings
- 123 Address Numbers

LEGEND

- HERITAGE BUILDING (B12035, B12018, B12019, B12029)
- GARAGE (B12001)
- PUMP HOUSE & WATER STORAGE (B12015, B16184)
- SOUTH PAVILION BUILDING (B20794, B12007-B12012, B12014)
- CONSTRUCTION ACCESS
- LAYDOWN/STAGING AREA
- CONSTRUCTION FENCING
- CONSTRUCTION ROUTES
- DEMOLITION AREA

REFERENCE: CSE DRAWING D1-01.

PROJECT

LONDON PSYCHIATRIC HOSPITAL
850 & 900 HIGHBURY AVE. N.
LONDON, ONTARIO

TITLE

PROJECT SITE PLAN

DRWN	CHKD	SCALE	DATE

PROJECT NO.	DRAWING NO.

PROJECT SITE PLAN

Appendix C – Images

Image 1. Garage (B12001), facing northeast – L. Dent, May 2022

Image 2. Garage (B12001), facing southwest – L. Dent, May 2022

Image 3. Pump House & Underground Water Storage Tank (B12015, B16184), facing northwest – L. Dent, May 2022

Image 4. Pump House (B12015), facing north – L. Dent, May 2022

Image 5. South Pavilion Building and Extensions – as noted on project plan (including B12007, B12008, and B12012), facing northeast – Old Oak Properties, July 2022

Image 6. South Pavilion Building and Extensions – as noted on project plan (including B12007, B12008, and B12012), facing southeast – Old Oak Properties, July 2022

Image 7. South Pavilion Building and Extensions – as noted on project plan (including B12007, B12008, and B12010), facing east – Old Oak Properties, July 2022

Image 8. South Pavilion Building and Extensions – as noted on project plan (including B20794, B12009, and B12014), facing southwest – Old Oak Properties, July 2022

Image 9. South Pavilion Building and Extensions – as noted on project plan (including B20794, B12009, B12011, and B12014), facing southwest – Old Oak Properties, July 2022

Image 10. South Pavilion Building and Extensions – as noted on project plan (including B12014), facing north – Old Oak Properties, July 2022

Appendix D – 850 Highbury Avenue North, By-law - L-S-P-3321-208

SCHEDULE "A"
To By-law No. L.S.P.-3321-208

CON 1 Pt Lot 8 S/S Oxford E and N/S Dundas 160.35 AC

SCHEDULE "B"
To By-law No. L.S.P.-3321-208

Reasons for Designation
London Psychiatric Hospital (850 Highbury Avenue)

Historical Reasons

The first asylum in southwestern Ontario was set up in 1860 at Fort Malden, Amherstburg, as a branch of the Toronto Asylum, which was already overcrowded. Dr. Henry Landor was appointed superintendent of Fort Malden, a former military barracks converted into an asylum to house inmates and incurables. After Confederation in 1867, politicians decided to build an asylum two miles outside the London city limits. The Asylum was modeled on Thomas Kirkbride's landmark Pennsylvania Asylum. The London Asylum for the Insane opened at the present site November 18, 1870 on 300 acres of farmland. The hospital grew in size and by 1914 there were 1,130 patients. In 1968 the hospital was renamed the London Psychiatric Hospital. The hospital was joined to St. Thomas Psychiatric Hospital to operate under a single administration in 1995. The original main hospital building was demolished in 1975.

Dr. Richard Maurice Bucke was the second superintendent of the London Asylum for the Insane (1877 to 1902). Acting on his convictions that the mentally ill respond favourably to humanitarian and sympathetic treatment, he elaborated on the efforts of his predecessor, Dr. Henry Landor, to provide therapeutic activity for patients by making the asylum into a working farm. Bucke provided improved farm facilities and he created grounds that were more ornamental. He implemented an elaborate plan for the beautification of the grounds, in keeping with his theory that beautiful surroundings were conducive to mental health and provided many social occasions. He also reduced the use of alcohol and mechanical constraints as means of controlling patients. His innovative ideas are reflected in the buildings and grounds of the London Psychiatric Hospital.

Architectural Reasons

Tree-lined Avenue (entrance off Dundas Street)

Built under Bucke's supervision, (circa 1900) the original entrance to the hospital grounds is a two-lane avenue with a centre walkway lined with eight rows of elm trees. (Three rows of trees on either side of the lanes and one row on either side of the walkway) Some trees have been replaced with coniferous varieties but the form remains the same. It forms a magnificent vista north from Dundas Street to where the original hospital building stood and is still on axis with the 1902 Infirmary building further back. This was the site for patient picnics on Sundays.

Infirmary Building

Also known as the 1902 Building, Exam Building, Bucke Research Institute, Outpatient Department and Admitting Hospital, this tall Victorian three storey yellow brick building with a hip roof, is a classical example of balance and symmetry. The central surgical block is attached by two passageways to mirror -image side pavilions, each featuring a gabled projection and cupola. This classical organization is appropriately accompanied by numerous classical details like the corner quoins, the plain pediment over the front entrance, voussoirs over windows and a semi-circular window on the second level above the front entrance. Huge skylights provided light for the surgical suite on the third floor. Entrance steps have closed brick railings.

Recreation Hall

This two storey brown brick building was built around 1920 and was used to host recreational activities for patients including a basement level swimming pool (now filled in) and a stage for performances. The building has gable ends with a wide plain frieze and molding with return eaves over broad pilasters at the south end and a pediment at the north end. There are four small wings, two at each end, with pediment gables. The metal roof has two ventilators. The auditorium windows on the sides are large and tall, and are set in semi-circular headed brick panels, and each has 40

panes arranged in nine sections. The double door centre entrance way has an eight-light transom, windowed doors, small lanterns to each side, high wide front steps, and a canopy supported by chains.

The Chapel

The Chapel of Hope was built by patients in 1884. Originally built as an Interdenominational chapel, it was later only a Catholic place of worship since the Protestant congregation had grown so large. In 1965 it was again made into an Interdenominational chapel. This Gothic revival brick structure has seven stone-capped buttresses on each side. It has four small dormers on each side of the gable roof, each featuring a trillium shaped stained glass window. There are seven Gothic arch shaped stained glass windows on each side of the building and a large stained glass window behind the altar. The front entrance roof peak is capped with a carved stone ornament as is the two smaller side entrances.

Horse Stable

The 1894 horse barn located on the hospital grounds is close to Highbury Avenue and Oxford Street. It is the last remaining building of the farmyard built by Bucke. Built of white brick, white washed at the base and with a slate roof, the barn is the last of three original buildings. It was obviously intended to be functional rather than decorative but its almost monumental size, its nearly regular fenestration, its classical proportions and the picturesque effect produced by the ventilation cupolas make it a strikingly handsome building, as well as a meaningful symbol of the last vestige of the hospital's significant agricultural past.

Appendix E – Heritage Easement Agreement – London Psychiatric Hospital, North Parcel (Jan 16, 2019); Schedule B1, B2 and B3

STATEMENT OF CULTURAL HERITAGE VALUE AND INTEREST

DESCRIPTION OF HISTORIC PLACE:

The former London Psychiatric Hospital is located at 850 Highbury Avenue North on a 26.3-hectare (65-acre) parcel of land in the City of London. The rectangular-shaped property is bounded by Highbury Avenue North, Oxford Street East, Dundas Street East and a Canadian Pacific Railway spur line. The Former Hospital Lands contain a complex of 23 buildings and a number of landscape features. Four of the buildings have been identified as having provincial heritage value: the Chapel of Hope (1884), Horse Stable (1894), Infirmary (1902), and the Recreation Hall (ca.1920). A number of landscape features have been as identified having provincial heritage value. These include remnants of a ring road and a circular drive, open space, remnants of an ornamental landscape containing mature plantings of black walnut trees and the grand, tree-lined Allée. The facility opened in 1871 as the London Asylum for the Insane and operated under a number of names over the course of its history including the Ontario Hospital London, London Psychiatric Hospital and Regional Mental Health Care Centre.

STATEMENT OF PROVINCIAL SIGNIFICANCE FOR THE LONDON PSYCHIATRIC HOSPITAL

The London Psychiatric Hospital represents the theme of mental health treatment. Large government-run institutions such as the one in London transformed treatment of individuals with mental illness to a province-wide system. Four public asylums had opened at Toronto, London, Kingston and Hamilton by 1871. Until the middle of the 20th century, institutionalization of individuals with mental illness and developmental disabilities was a common practice and form of treatment. These institutions were self-sufficient, located in rural areas adjacent but outside of urban areas where patients[1] lived and received treatment. The rural location of the London Psychiatric Hospital was part of "moral therapy," an approach to the care and treatment of mental illness popular in the mid to late nineteenth century. Moral therapy promoted activities such as gardening, woodworking, games, sewing and reading in addition to medical care. Religion was also an important aspect of moral therapy and Superintendent R.M. Bucke had the Chapel of Hope constructed using patient labour, which was also part of the treatment. As mental health care and treatments evolved, the grounds of the London Psychiatric Hospital transformed. The practice of moral therapy and use of the Kirkbride Plan (i.e. all activities take place in one centralized building) was replaced by the idea that specialized facilities for each activity were needed for patients and staff. It was at this time that the Infirmary Building was constructed as part of Superintendent R.M Bucke's modernization of the facility. The ideals of moral therapy led to the development of occupational therapy after the First World War.

The London Psychiatric Hospital is the only mental health facility in Ontario that has a standalone chapel. The Chapel of Hope was a core to providing moral therapy treatment. The London Psychiatric Hospital is associated with an era of mental health care when the government was constructing self-sufficient institutions built in strategic locations throughout the province. The large, segregated, self-sufficient institutional campus represents a rare aspect of Ontario's history and is no longer used to treat individuals with mental illness.

The Allée with mature trees and the large imposing Victorian-era Infirmary contribute to the property's visual and aesthetic importance. The Infirmary is monumental in size and the most substantial building remaining on site. Its prominent features include the tall chimneys, central block and symmetrical wings. The Infirmary's haunting Victorian architecture has allured photographers and videographers who capture the intrinsic aesthetic beauty of the building. The horse stable also contributes to the aesthetic importance of the property and is the last remaining building associated with the property's agricultural past. It retains a significant amount of its original design aesthetic including its distinctive ventilators. The large scale of the building and quality of materials of the stable show the importance of agriculture to the London Psychiatric Hospital.

Superintendent Richard Maurice Bucke (1837-1902), was a significant figure and contributor to mental health treatment in Canada. Bucke held the post of Superintendent from 1877 until his death in 1902 and made several important contributions to patient treatment and the design and layout of London Psychiatric Hospital. Bucke developed recreational and occupational therapy programming as part of treatment, eliminated the use of restraints and ended the use of alcohol as a treatment – all progressive reforms for his time. Superintendent Bucke also had a significant impact on the design and layout of the site. Many of the significant heritage features

[1] The accepted term for a recipient of mental health services is "client". For the purposes of this report, which is a discussion of the history of the site, patient will be used unless discussing present-day client care.

that remain today were built under his tenure and were due to his influence, including the Chapel of Hope, Stable, Infirmary and the Allée. Bucke is also a controversial figure and the source of great debate among historians and mental health professionals for his encouragement and use of gynaecological surgeries on women for treatment of mental illness.

BACKGROUND:

Historic Value:
Prior to the 19th century, people with mental illnesses were housed in jails, workhouses or the family home and many had no choice but to live on the streets. The Victorian era saw social change, and came to depend upon institutions to solve the social problems of the day. Large institutions were supposed to be places of refuge where patients were separate from the rapidly changing outside world. The London Psychiatric Hospital followed the Kirkbride Plan and moral therapy treatment – patients were to be placed in a natural environment with a significant amount of farm and parkland. When opened in 1871, the London Psychiatric Hospital was located on 300 acres just outside city limits. The City of London was chosen as the location for a new institution partially due to the influence of John Carling – Ontario's first commissioner of public works. He directed the construction of the institutions on land he had sold to the government in 1870.

The institution was self-sufficient and significant farming operations were located on the northern portions of the site with stables, greenhouses, orchards, fields full of crops and a root house for storage. While various employment opportunities were available at the London Psychiatric Hospital, patient labour was used as part of moral therapy treatment and as a way of keeping costs down. In the early years patient labour was separated by gender – men worked in the field and tended to the animals while women worked in the laundry, cleaned and sewed. There were numerous clubs, sporting events, annual picnics and other special occasions for patients and staff thus giving the London Psychiatric Hospital a sense of community.

Religion was an important part of moral therapy treatment and the new chapel was constructed by patient labour as part of their treatment plan. The Chapel was built in 1884 at the behest of Dr. Bucke who petitioned the provincial government to fund its construction. Regular church services were part of treatment at the London Asylum with religious services held in the general recreation facilities prior to the Chapel's construction. The London Psychiatric Hospital is the only mental health facility in Ontario that has a stand-alone Chapel.

The Infirmary or Exam Building, completed in 1902 was intended to house patients who needed more enhanced medical care and offered dormitories and individual rooms for patients and common rooms and sunrooms. Superintendent Bucke toured similar facilities in the United States and helped design the building plan with provincial architect Francis R. Heakes. In 1908 the building was converted to use as a reception hospital to house new and short-term patients. These short-term patients might stay for a few months to a few years, and had access to advanced treatments such as showers, massages and continuous baths.

Following the First World War, a large number of Canadian veterans were admitted to London Psychiatric Hospital suffering from psychological effects of the war. They were treated for "shell-shock" for which symptoms are now associated with post-traumatic stress disorder. Overcrowding was an issue at the London Psychiatric Hospital and by 1924 it accommodated almost 1200 patients. Maintaining a peaceful and idyllic setting for patients was difficult for the superintendents due to the overcrowding. Many common and sun rooms were used as wards to accommodate patients instead of places of rest and relaxation. R.M Bucke is the most well-known and controversial superintendent at the London Psychiatric Hospital for his encouragement and use of gynecological surgeries on women. Some argue the surgeries were an attempt by Bucke to find a successful treatment for his patients – but there seems to be little merit of such surgeries on mentally ill women. Upon his death, the use of gynecological surgery came to an end at London Psychiatric Hospital. The London Psychiatric Hospital is also associated with eight superintendents who were the chief administrators and medical directors of the London Psychiatric Hospital from 1870-1970. They had an array of responsibilities including supervising staff, medical services, training nurses, therapies, property and facilities maintenance and medical study of all patients. .

These institutions evolved to providing occupational and vocational therapies. In the early 1960s, new medications were developed to treat mental illness thereby starting the de-institutionalization process. While these drugs might not cure patients suffering from mental illness, they helped reduce and control symptoms allowing patients to be discharged and to live in the community. The move away from institutionalization to community living made these large, self-sufficient facilities obsolete.
Architectural Value:

Chapel of Hope
The Chapel of Hope was built in 1884 by patient labour under instruction by Superintendent Bucke. It is a 1 ½ storey buff-brick structure in the Gothic Revival style and features two chimney's at the east and west elevation. The gable roof is interrupted with four dormers on the north and south elevations with trefoil shaped windows. The side walls feature seven gothic-arched stained glass windows separated by buttresses. The stained glass window over the alter features a combination of religious and London Psychiatric Hospital images.

Horse Stable
The Horse Stable was built in 1894 under the direction of Superintendent Bucke and the scale and quality of materials shows the importance of agriculture to the self-sufficiency and practice of moral therapy at London Psychiatric Hospital. It is a large two-storey buff brick building. There are two intersecting gable roof sections and five ventilators along the apex to provide ventilation and give the building a distinct silhouette. The segmental arched window openings (bricked over) have brick voussoirs and most have stone sills. The eaves have tongue and grove soffits. A large second storey board and batten door provides access to the hay loft on the building's west elevation .

The Infirmary
The Infirmary is an imposing building with a combination of architectural styles popular in the Victorian-era including Beaux-arts Classicism, Edwardian Classicism and Colonial Revival. The Infirmary is constructed of local buff brick with a central administration block with two recessed symmetrical wards on either side (one for men and one for women). The three-storey central block sits on a raised basement. It has a hipped roof with a central skylight to the operating theatre and tall distinctive chimneys. The main front entrance is topped with a pediment supported by pilasters, a large rounded arched window and two smaller rounded-arched windows and a dentilated cornice. The symmetrical wards are connected to the central block by a narrow corridor. The wards feature Colonial Revival influence seen in the projecting central bay with a pediment and coins, ventilators, dormer windows and dentillated cornice. The sun porches at the end of each wing were originally in the shape of a trapezoid. The current ones are rectangular and date from 1945. The rear (north) elevation of the Infirmary is simplified with projecting bays, dormer windows and tall chimneys. All of the window openings are flat-arched and many of the double-hung wood-sash windows survive. The exception is a singular rounded-arch window on both ward façades above an off-centered entrance door.

Recreation Hall
The Recreation Hall was constructed in 1920 and is located directly east of the Chapel of Hope. It was constructed in a Classical Revival style of reddish-brown brick laid in common bond. It features a symmetrical façade frontispiece – a central block and two flanking wings. The central block features a pediment with an oculus window, a central rectangular shaped tripartite window flanked with 6-paned window. The flanking wings feature a rounded-arched window. The brickwork that surrounds the windows is dark brown and extends well beyond the base of the window. Each of the six multi-paned rectangular wood windows are divided into three parts on the side-walls and set within a shallow rounded-arched niche. The austere rear elevation features coining and a singular rounded-arched window in the gable.

Contextual Value:

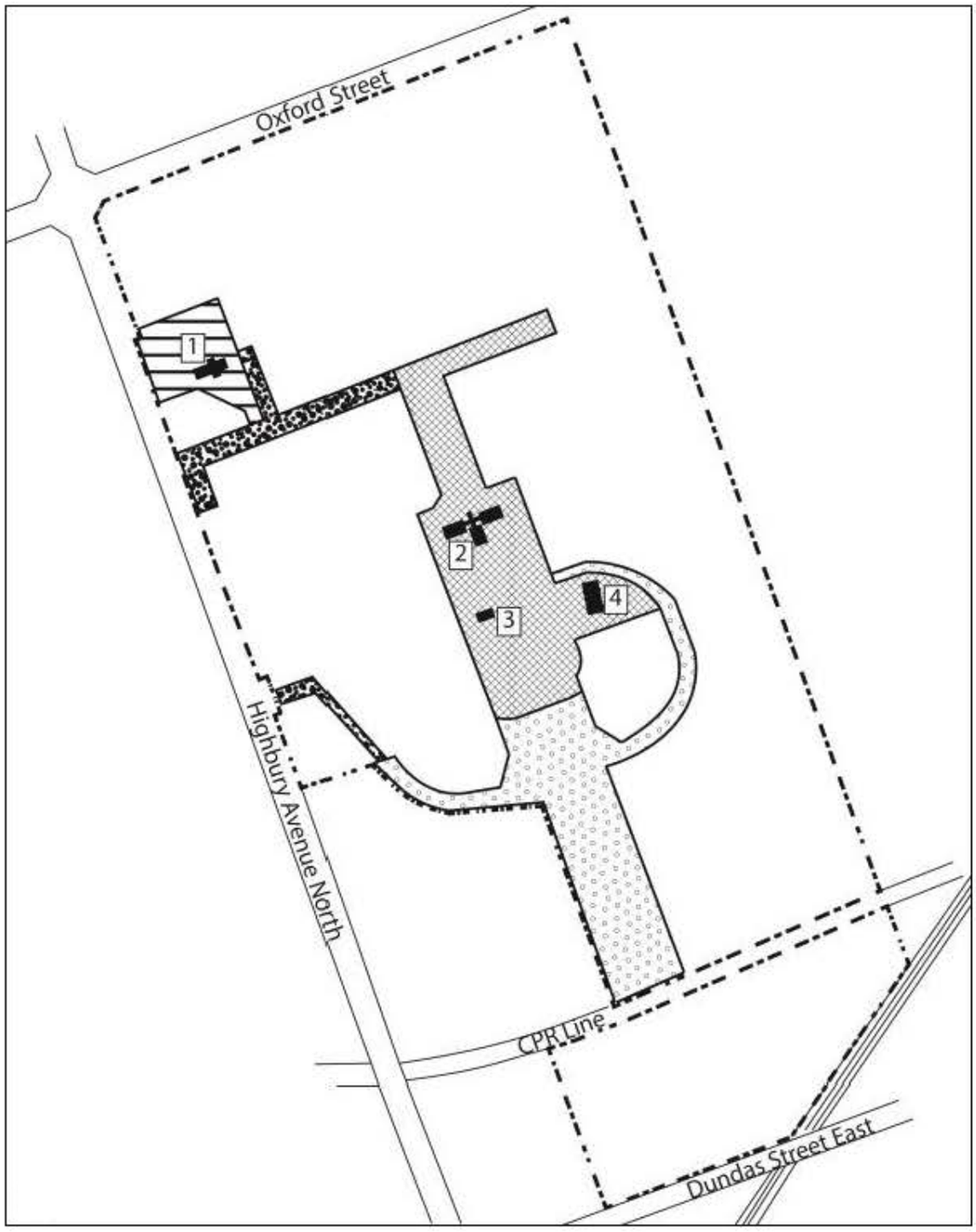
The London Psychiatric Hospital is deliberately setback from the main street to provide a serene and rural setting – core to moral therapy and the Kirkbride Plan. The historic main entrance to the Former Hospital Lands is off Dundas Street East where the Allée leads visitors from the street and into the complex of institutional buildings. The Former Hospital Lands were originally surrounded by a rural farming landscape. They are now bordered by three extremely busy thoroughfares (Highbury Avenue North, Oxford Street East and Dundas Street East) and the surrounding neighbourhood has evolved to become the home to several business and industries along Highbury Avenue North and Dundas Street East and a residential subdivision to the east.

Archaeological Value:
The London Psychiatric Hospital has archaeological value due to the below ground resources associated with the evolution mental health care. The main building, airing yard, portions of the root house represent the era in the 19th century when use of the Kirkbride Plan and self-sufficiency was the norm at these large-scale government run mental health institutions.

:SF August 23 2017

SITE SKETCH SHOWING

1. THE APPROXIMATE LOCATION AND CONFIGURATION OF THE PROTECTED L AND THE ACCESS LANDS ON THE FORMER HOSPITAL LANDS
2. THE APPROXIMATE LOCATION AND CONFIGURATION OF THE ALLÉE AND R ROAD ZONE ON THE PROTECTED LANDS
3. THE APPROXIMATE LOCATION OF BUILDINGS ON THE PROTECTED LANDS



SKETCH NOT TO SCALE

SKETCH NOT A PLAN OF SURVEY

LEGEND

- Access Lands
- Allée and Ring Road and Zone
- Campus Zone
- Horse Stable Zone

1. Horse Stable
2. Infirmary
3. Chapel of Hope
4. Recreational Hall

Boundaries of the Former Hospital Lands

SCHEDULE "B3"

DESCRIPTION OF THE HERITAGE FEATURES

The Heritage Features referred to in this Agreement are comprised of the exteriors of the Buildings on the Protected Lands which include, but are not limited to, the following highlighted elements which contribute to their heritage value:

The Horse Stable:

- General massing and two intersecting gable roof sections
- "t"-shaped footprint
- Local buff brick (also called white brick)
- Five roof ventilators
- Brick chimney (east elevation)
- Location of existing segmental-arched window and door openings
- Brick voussoirs and stone sills above and below window openings
- Board and batten upper access doors to hay loft (west elevation)

Chapel of Hope:

- Local buff brick construction
- Gable roof topped with a finial
- Double-lancet stained glass windows
- Large stained glass window above the alter depicting religious imagery and scenes from the London Psychiatric Hospital
- Bull's eye window with quatrefoil muntin in the gable end
- Seven bay side walls with buttresses
- Trefoil dormers
- Chimneys

The Infirmary:

- Local buff brick construction
- Symmetrical composition - tall three-storey central administration block on a raised basement centre block flanked by two identical wards with rectangular wood verandahs
- Main front entrance topped with a pediment supported by pilasters, a large rounded arched window and two smaller rounded-arched windows and dentilated cornice
- Tall chimneys and skylights atop the hipped roof of the central block
- Dentilated cornice around the entire building
- Double-hung wood-sash windows
- Flat arch buff-brick lintels and stone sills
- Louvered ventilators atop the flanking wards
- Pediments, dormer and Bull's eye windows of the wards
- The single rounded-arched window of the wards façade
- Decorative buff-brick quoins at the end walls and separating the slightly projecting bays of the wards
- The simplified rear (north) elevation with projecting bays, dormers and chimneys
- Sun porches at the end of each ward

Recreation Hall:

- Reddish-brown brick construction
- Symmetrical façade frontispiece – a central block and two flanking wings.
- Central block with pediment, oculus window, a central rectangular shaped tripartite window flanked with 6-paned window
- Flanking wings feature a rounded-arched window with decorative dark-brown brickwork extending well beyond the base of the window.
- Side walls with six multi-paned rectangular wood windows divided into three parts and set within a shallow rounded-arched niche
- Raised basement with multi-paned windows
- Projecting bays on the side wall with a pediment, quions, entrance door and six-over-six wood-sash windows
- Rear elevation features quions and a rounded-arched window in the gable

DESCRIPTION OF CULTURAL HERITAGE LANDSCAPE FEATURES

The provincially significant cultural heritage landscape on the Protected Lands is composed of three zones:

1. **The Allēe and Ring Road Zone:** This zone contains the grand tree-lined Allēe that stretches from the historic entrance at Dundas Street East northward to the circular drive and ring road that connects the Infirmary, the Chapel of Hope and the Recreational Hall. With its open spaces and rows of mature trees, it evokes a designed rural setting and framed vista for the key institutional buildings of the Hospital which are set back from the main entrance off Dundas Street East.

2. **The Campus Zone:** This zone contains three (3) buildings associated with the London Psychiatric Hospital of provincially significant heritage value: the Infirmary, the Chapel of Hope and the Recreational Hall as well as associated open spaces, landscape and plantings. These elements are located within a ring road at the end of a long Allēe stretching south to Dundas Street.

3. **The Horse Stable Zone:** This zone is comprised of open space, mature trees and unobstructed views of all sides of the horse stable.

The Cultural Heritage Landscape Features of the Allēe and Ring Road Zone
The Cultural Heritage Landscape Features of the Allēe and Ring Road Zone include, but are not limited to, the following highlighted elements:

- The 470-metre tree-lined Allée that extends from the CPR Line and intersects with the circular drive
- Circular drive with internal green space and east/west access to the ring road
- Remnants of the ring road
- Mature trees that border the ring road on both sides

The Cultural Heritage Landscape Features of the Campus Zone
The Cultural Heritage Landscape Features of the Campus Zone include, but are not limited to, the following highlighted elements:

- The location of the provincially significant buildings: Chapel of Hope, Infirmary and Recreation Hall within the landscape
- Their deliberate setback of the from the Dundas Street East to provide a serene and rural setting
- Strategically planted trees including the row of black walnut trees along east/west interior roadway leading to the Horse Stable
- North/south tree-lined roadways framing a view of the north (rear) elevation of the Infirmary
- The open space of the lawn with mature plantings directly south of the Infirmary

The Cultural Heritage Landscape Features of the Horse Stable Zone
The Cultural Heritage Landscape Features of the Horse Stable Zone include, but are not limited to, the following highlighted elements:

- Mature trees including sugar maples and walnuts
- Surrounding open space providing unobstructed views of all four elevations of the Horse Stable

:SF August 23, 2017