



# St George-Grosvenor Heritage Conservation District Study

*Volume I Heritage Conservation District Study, [2016]*

*City of London*

*Revised*



**London**  
CANADA

## STUDY TEAM

Letourneau Heritage Consulting Inc.

- Marcus Létourneau, Principal

Bray Heritage

- Carl Bray, Principal; Advisor

Stevens Burgess Architects Ltd.

- Kelly Gilbride, Partner; Advisor

Stantec

- David Waverman, Landscape Architect
- Lashia Jones, Cultural Heritage Specialist

Golder Associates Ltd.

- Hugh Daechsel, Principal, Project Director
- Michael Greguol, Cultural Heritage Specialist
- Benjamin Holthof, Cultural Heritage Specialist

Tausky Heritage Consultants

- Nancy Tausky, Principal
- Hilary Bates Neary, Senior Researcher

GSP Group Inc.

- Glenn Scheels, Principal Planner
- Heather Holbrook, Senior Planner
- Megan Gereghty, Planner

Locus Design

- Erin Eldridge, Landscape Architect



*Tausky  
Heritage  
Consultants*



*Locus Design*

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The Study Team is grateful for and acknowledges the advice and assistance provided by:

Don Menard, Heritage Planner with City of London Planning and Urban Regeneration

Kyle Gonyou, Heritage Planner with City of London Planning and Urban Regeneration

London Advisory Committee on Heritage

The St. George-Grosvenor Heritage Conservation District Study Steering Committee

- Councillor Phil Squire
- Alasdair Beaton
- Mark Tovey
- Wes Kinghorn
- John Manness
- Shane O'Neill
- Brenda McKelvey-Donner
- Gary Wilson
- Janet Hunten
- Diana Coates

St. George/Grosvenor Neighbourhood Association

- Kevin Langs, President
- Jackie Farquhar, Secretary

## EXECUTIVE SUMMARY

The St. George–Grosvenor Heritage Conservation District (HCD) Study was commissioned by the City of London to evaluate the area around Gibbons Park in the City of London as a potential HCD pursuant to Part V of the *Ontario Heritage Act*. The St. George–Grosvenor Study Area has long been identified as an area of outstanding architectural, historical and natural character in the city. The St. George–Grosvenor HCD Study is part of a broader effort by the City of London to appropriately manage its cultural heritage as an important aspect of the City and is an opportunity to develop an integrated management framework to ensure the long-term conservation of the City’s significant cultural heritage resources.

The St. George–Grosvenor Study Area is located on the east bank of the North Branch of the Thames River in London, Ontario. The Study Area includes Gibbons Park and is bounded by Oxford Street East to the south, Richmond Street to the east, Victoria Street to the north and the North Branch of the Thames River to the west.

The St. George–Grosvenor HCD Study approach involved understanding the background and context of the Study Area through research and consultation, followed by analysis and evaluation and concluded with recommendations. This approach involved:

- Historical research to reveal the history and evolution of the Study Area;
- Examination of Provincial legislation and policy and City of London policy regarding cultural heritage resources and HCDs;
- Examination of City of London policy, planning documents and guidelines that affect the Study Area;
- Consultation with stakeholders and members of the community for input into potential HCD designation in the Study Area;
- Identification and evaluation of buildings, structures, other property features (such as archaeological potential), streetscape, contextual elements and potential cultural heritage resources to determine if the Study Area warrants protection as an HCD;
- Research and evaluation of all properties and views within the Study Area, creating an inventory of cultural heritage resources;
- Evaluation of the Study Area based on the City’s criteria for HCD designation;
- Recommendations regarding designation of the Study Area, or part(s) thereof as an HCD under Part V of the *Ontario Heritage Act*;
- Identification and recommendation of geographic boundaries for a potential HCD;
- Consideration of and recommendations as to the objectives of the designation and content of the HCD Plan and Guidelines; and,

- Consideration of and recommendations as to any changes to the Official Plan and to any municipal by-laws and complementary planning policies, initiatives or amendments that would support the proposed HCD.

Site visits to the Study Area were conducted on multiple occasions in all seasons to photograph and inventory individual properties and the landscape within the Study Area. Site visits recorded the built form of the Study Area, views, vistas, and vegetation in the Study Area, the spatial arrangement of streets and buildings, physical connections between places, the alignment and grouping of buildings. Site visits involved pedestrian and vehicular survey of the Study Area.

Review of City of London planning documents, the contextual history, cultural heritage inventory, and assessment of the landscape in the St. George-Grosvenor HCD Study Area reveal that a significant number of cultural heritage resources exist in the Study Area. Analysis reveals that there are important social, historical, architectural, spatial, visual and environmental connections amongst the individual properties and places in this Study Area. Landscape and spatial arrangement of the Study Area unite the area through similar vegetation, streetscapes, laneways, sizes of the boulevards and views. The Study Area has a wide variety of architectural expression, although some styles tend to be more prevalent in the north while other styles tend to be more common in the south; a reflection on the timing of development in the Study Area. The history of the Study Area shows distinctly different patterns of development from north to south that is visible in the contemporary landscape.

Two distinct, albeit connected, HCDs should be created around the residential enclaves in both the north and south sections of the Study Area and each potential HCD should include adjacent Thames River valley lands. The St. George-Grosvenor HCD Study recommends the creation and designation of two Heritage Conservation Districts in the Study Area. The Gibbons Park HCD should be between Grosvenor Street and Victoria Street in the Study Area and include Gibbons Park. The Great Talbot HCD should extend from Oxford Street East to St. James Street and College Avenue in the Study Area and include the London Life Recreation Grounds and a section of the Thames Valley Parkway and lands to the Thames River.

### **Gibbons Park HCD Recommendation**

1. That the Gibbons Park HCD should be designated as a Heritage Conservation District under Part V of the *Ontario Heritage Act*;
2. That Municipal Council should authorize staff to proceed with the preparation of an HCD Plan and Guidelines document for the Gibbons Park HCD; and,
3. All properties within the Gibbons Park HCD boundary be added to the *Inventory of Heritage Resources*.

## Great Talbot HCD Recommendations

1. That the recommended Great Talbot HCD should be designated as a Heritage Conservation District under Part V of the *Ontario Heritage Act*;
2. That Municipal Council should authorize staff to proceed with the preparation of an HCD Plan and Guidelines document for the recommended Great Talbot HCD;
3. That the City of London should re-examine the existing Official Plan high-density land-use designation and zoning for the properties located between Talbot Street, Oxford Street East, Richmond Street, and Sydenham Street (excluding the properties fronting onto Oxford Street East) to ensure that the existing framework adequately protects the cultural heritage values and heritage attributes of the area, including the existing listed and designated heritage properties; and,
4. All properties within the Great Talbot HCD boundary be added to the *Inventory of Heritage Resources*.

## General Recommendations

General Recommendations are intended to address concerns about properties that may have cultural heritage value or interest outside of the recommended HCDs boundaries, but within the St. George-Grosvenor Study Area or to suggest tools that will assist the City of London in managing its cultural heritage resources, including the proposed HCDs.

1. That the City of London create Terms of Reference for its Heritage Impact Statements;
2. Designate the properties at 190-192 Oxford Street East, 783, 789, 791, 813, 825, 831, 887, 893, 895, 909, 927, 929, 931, 1029, 1033 Richmond Street and 188 Victoria Street under Section 29, Part IV of the *Ontario Heritage Act* in accordance with existing City of London policies for the Richmond Street Corridor;
3. Designate 21 Grosvenor Street/200 College Avenue (the Mount Hope Centre for Long Term Care property) under section 29, Part IV of the *Ontario Heritage Act* for historical associative values;
4. Designate 1 and 9 Grosvenor Street, 291, 295 and 301 St. George Street and 124, 140 and 150 St. James Street (the properties that make up the former Rough Park) under section 29, Part IV of the *Ontario Heritage Act* for historical associative values;
5. List the properties at 753, 757, 787, 827, 829, 1031, 1035, 1037 Richmond Street and 200 Victoria Street in the City of London *Inventory of Heritage Resources*;
6. That the City of London consider creating specific design guidelines for the Richmond Street Corridor to ensure the conservation of the cultural heritage resources along the corridor.
7. That the City of London explore the appropriateness of Form-Based Zoning for the purposes of heritage conservation

## Considerations for Areas Surrounding the Study Area

This HCD Study cannot ignore the significant community interest in expanding the St. George-Grosvenor HCD Study Area or the concerns expressed about conserving cultural heritage resources north of Victoria Street, east of Richmond Street, or on Oxford Street East. Indeed, as noted, the exclusion of these areas from the proposed HCDs should not be taken as an indication that these properties or areas are not worthy of cultural heritage protection nor do these properties or areas lack cultural heritage value or interest. In response to this public interest, a series of steps are recommended to ensure the protection of cultural heritage resources in these areas. Among these steps:

1. That Municipal Council consider an HCD Study for the area north of the St. George-Grosvenor HCD Study Area approximately between Huron Street, the Thames River, Victoria Street, and Richmond;
2. That the area east of the St. George-Grosvenor HCD Study Area and north of the Bishop-Helmuth HCD, approximately between Richmond Street and Wellington Street be studied for its potential as an HCD;
3. In accordance with the policies of the *Richmond Street Corridor Study*, the City should prioritize evaluation and designation of properties along Richmond Street under Section 29, Part IV of the *Ontario Heritage Act* that are outside of the St. George-Grosvenor HCD Study Area; and,
4. The City should also consider using Section 27 of the *Ontario Heritage Act* to list properties in the St. George-Grosvenor HCD Study Area on the *Inventory of Heritage Resources* as an interim measure prior to designation in an HCD or to protect any properties located within the Richmond Street and Oxford Street East Corridors outside of the St. George-Grosvenor HCD Study Area.

The St. George-Grosvenor HCD Study satisfies the requirements of section 40(2) of the *Ontario Heritage Act*.

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APPENDIX F Inventory of Cultural Heritage Resources.....Volume IV



*Gibbons Park east gates, 2015*

# 1.0 INTRODUCTION

The St. George–Grosvenor Heritage Conservation District (HCD) Study was commissioned by the City of London to evaluate the area around Gibbons Park in the City of London as a potential HCD pursuant to Part V of the *Ontario Heritage Act*. The St. George–Grosvenor area was identified in *Heritage Places* in 1994 as an area worthy of consideration as a potential HCD and an area of outstanding architectural, historical and natural character in the city. The Study Area is primarily a residential area with large parklands along the North Thames River. *Heritage Places* describes:



*Image 1.1: 180 Cheapside Street, 2015.*

*“London North’s character as a desirable place of residence was established in the 1840s and 1850s when four prominent Londoners built their mansions on the sparsely settled lands north of Oxford Street. When the London Street Railway extended its run along Richmond Street as far north as St. James Street in 1875, London North became a popular area in which to settle. Within five years, a prosperous middle class of merchants, government employees, and businessmen was building residences west of Wellington and south of Grosvenor Streets. The intersecting mix of large town houses, small brick cottages and grand mansions which marked this part of London in the late nineteenth century still survives today. The area has retained its diverse residential character over the past century, with only a few education and medical institutions growing up discretely in its midst. The intermix of socio-economic levels and housing types was a result of the area’s spotty pattern of development ever since it became part of London in 1840”.<sup>1</sup>*

<sup>1</sup> City of London. 1994a. *Heritage Places*: 31

The St. George-Grosvenor HCD Study is part of a broader effort by the City of London to appropriately manage its cultural heritage as an important aspect of the City. It is also an opportunity to develop an integrated management framework to ensure the long-term conservation of the City's significant cultural heritage resources in this area.

HCDs are an integral component of the City of London's Heritage Planning Program. Following the designation of London's first HCD, East Woodfield HCD, in 1993, a more structured approach was taken to identify potential HCDs for future consideration. Over time, *Heritage Places* has been adapted and prioritized to serve as the City's list of potential HCDs.

In 2014, the St. George-Grosvenor area was brought forward as a potential HCD. The St. George-Grosvenor Neighbourhood Association (SGGNA) initiated a meeting between community members on June 24, 2014 to discuss potential HCD designation for this area. On July 9, 2014, the St. George-Grosvenor Neighbourhood Association made a presentation to the London Advisory Committee on Heritage (LACH) requesting that the St. George-Grosvenor area be the next considered for designation. On September 2, 2014, City of London Municipal Council resolved that the St. George-Grosvenor area would be the next to be studied. The St. George-Grosvenor HCD Study commenced on March 23, 2015.

## 1.1 LOCATION

The St. George-Grosvenor Study Area is located on the east bank of the North Branch of the Thames River in London, Ontario. The Study Area includes Gibbons Park and is bounded by Oxford Street East to the south, Richmond Street to the east, Victoria Street to the north and the North Branch of the Thames River to the west (Map 1.1).



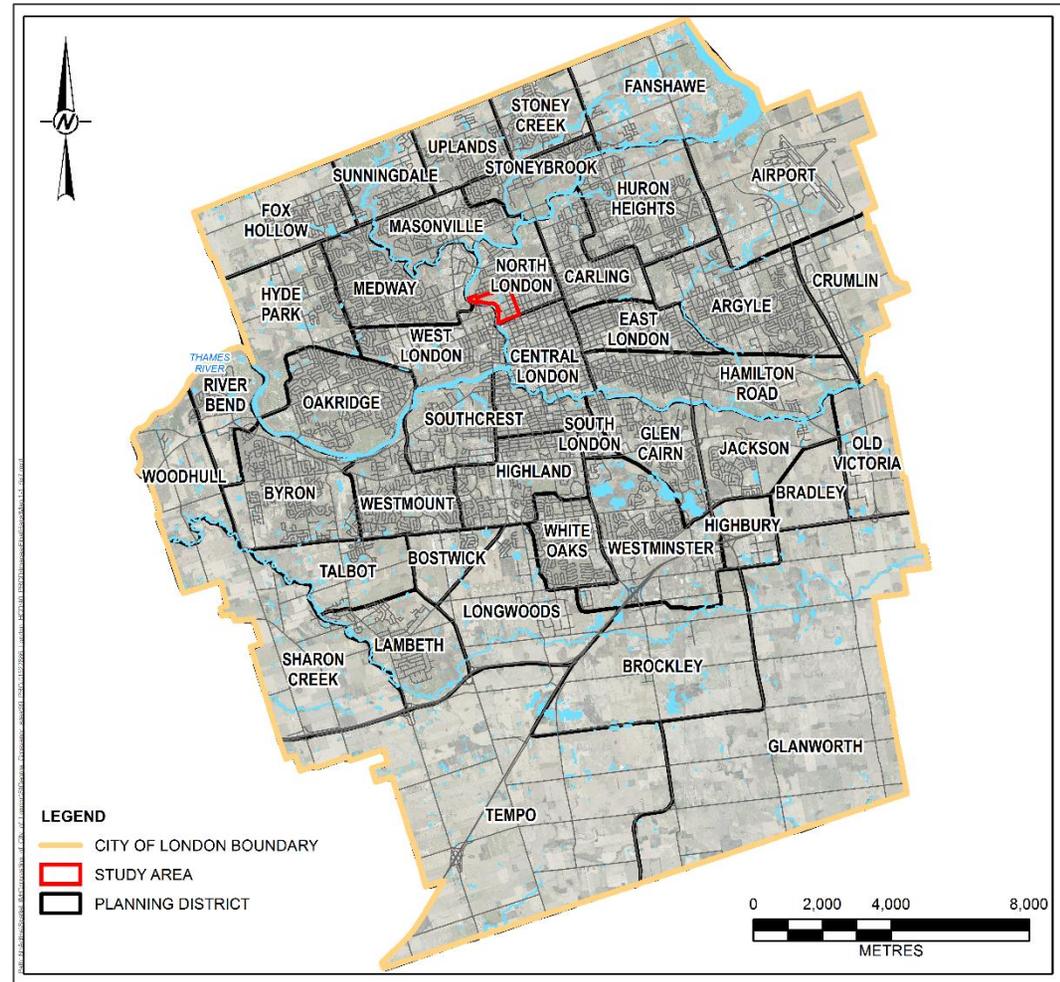
*Image 1.2: Laneway door 201 Cheapside Street, 2015.*

## 1.2 HERITAGE CONSERVATION IN LONDON

The City of London is committed to the conservation of its cultural heritage resources. Cultural heritage conservation enhances the quality of life of the community and helps attract people who want to live in a city with a high quality of living. The Heritage Planning Program, including municipal heritage staff and the London Advisory Committee on Heritage, work to conserve the cultural heritage resources in the City<sup>2</sup>.

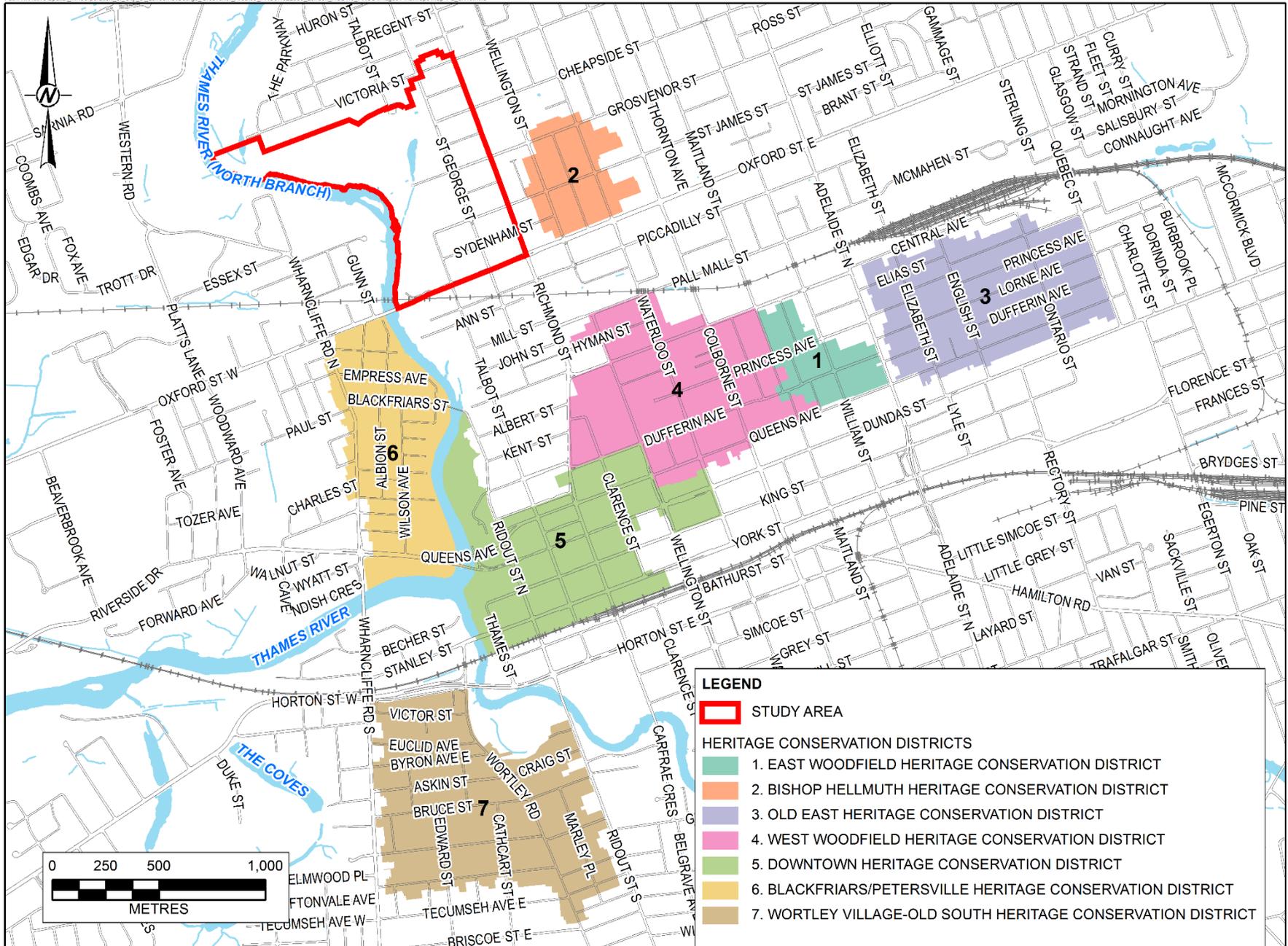
As of May 2016 London has protected:

- 3,984 properties through seven *HCDs* designated under Part V of the *Ontario Heritage Act* (Map 1.2 page 5).
- 325 properties designated under Part IV of the *Ontario Heritage Act*, including 23 in the Study Area (Map 1.3 page 6).
- 1,748 individual properties listed on the City of London's heritage register under Section 27 of the *Ontario Heritage Act*, including 72 in the Study Area (Map 1.3 page 6).
- Two separate municipal heritage conservation easements over three properties.
- The Western Counties Cultural Heritage Landscape in the *Official Plan*.

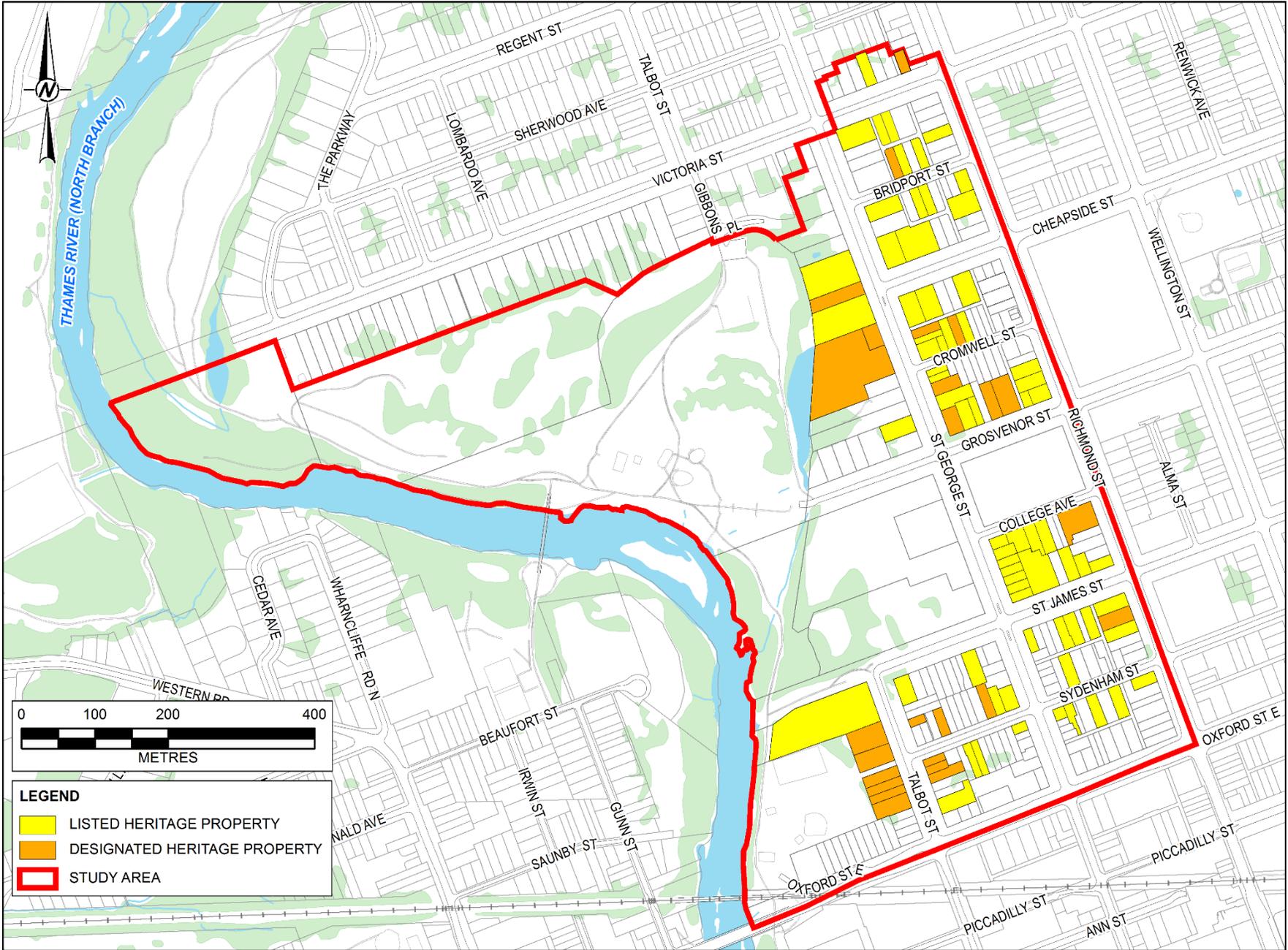


**Map 1.1:** illustrates the St. George-Grosvenor HCD Study Area in relation to the rest of the city of London.

<sup>2</sup> City of London. 2015c: 1.



Map 1.2: HCDs in London.



Map 1.3: Listed and designated heritage properties within the Study Area.



*Image 1.3: A front garden in the St. George-Grosvenor HCD Study Area, 2015.*

## 2.0 HERITAGE CONSERVATION DISTRICTS BACKGROUND

### 2.1 HERITAGE CONSERVATION DISTRICTS

An HCD is an area with a concentration of cultural heritage resources with special character or historical association that distinguishes it from its surroundings.<sup>3</sup> HCDs form an integral part of a community or regions cultural heritage and contribute to an understanding and appreciation of the community's cultural identity.<sup>4</sup>

HCDs are designated under Part V of the *Ontario Heritage Act* and enable municipal councils to manage and guide future change in the designated HCD.<sup>5</sup> The emphasis in an HCD is the collective value of the overall area, as defined by its historical context, architecture, streetscapes, landscapes and other physical and visual features. There is no prescribed size for an HCD and they may be comprised of residential, commercial, or industrial areas or any combination of these uses and buildings. In London HCDs are contiguous. Designations under Part V of the *Ontario Heritage Act* do not include the interior of individual buildings.

The first HCDs in Ontario were designated in 1980 and communities of all sizes across the province have designated 123 Heritage Conservation Districts, with approximately 40 more awaiting official status under the *Ontario Heritage Act* (as of May 2016).

An HCD designation involves several stages mandated by the *Ontario Heritage Act*. Designation of an HCD has two key

steps, preparation of an HCD Study, which may be followed by preparation of an HCD Plan & Guidelines. The HCD Study Phase includes an HCD Study and the HCD Implementation Phase includes the preparation of an HCD Plan and Guidelines (see Heritage Conservation District Designation Process chart on the following page for the stages of HCD designation).

Many HCDs share common characteristics, including:

- A concentration of heritage buildings, structures, sites or landscapes linked by aesthetic, historical and socio-economic contexts or use;
- A framework of structured elements including natural and built features;
- A sense of visual coherence that conveys a distinct time and place; and,
- Distinctiveness from other places.<sup>6</sup>

HCD designation can bring a number of benefits to a community, including:

- A unique planning framework, a process that respects a community's history and identity;
- Enhanced quality of life and a sense of place, a process for sustaining these qualities;
- Cultural and economic vitality; and,
- Healthy cultural tourism.<sup>7</sup>

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<sup>3</sup> Ministry of Culture. 2006a: 5.

<sup>4</sup> Ministry of Culture. 2006a: 5.

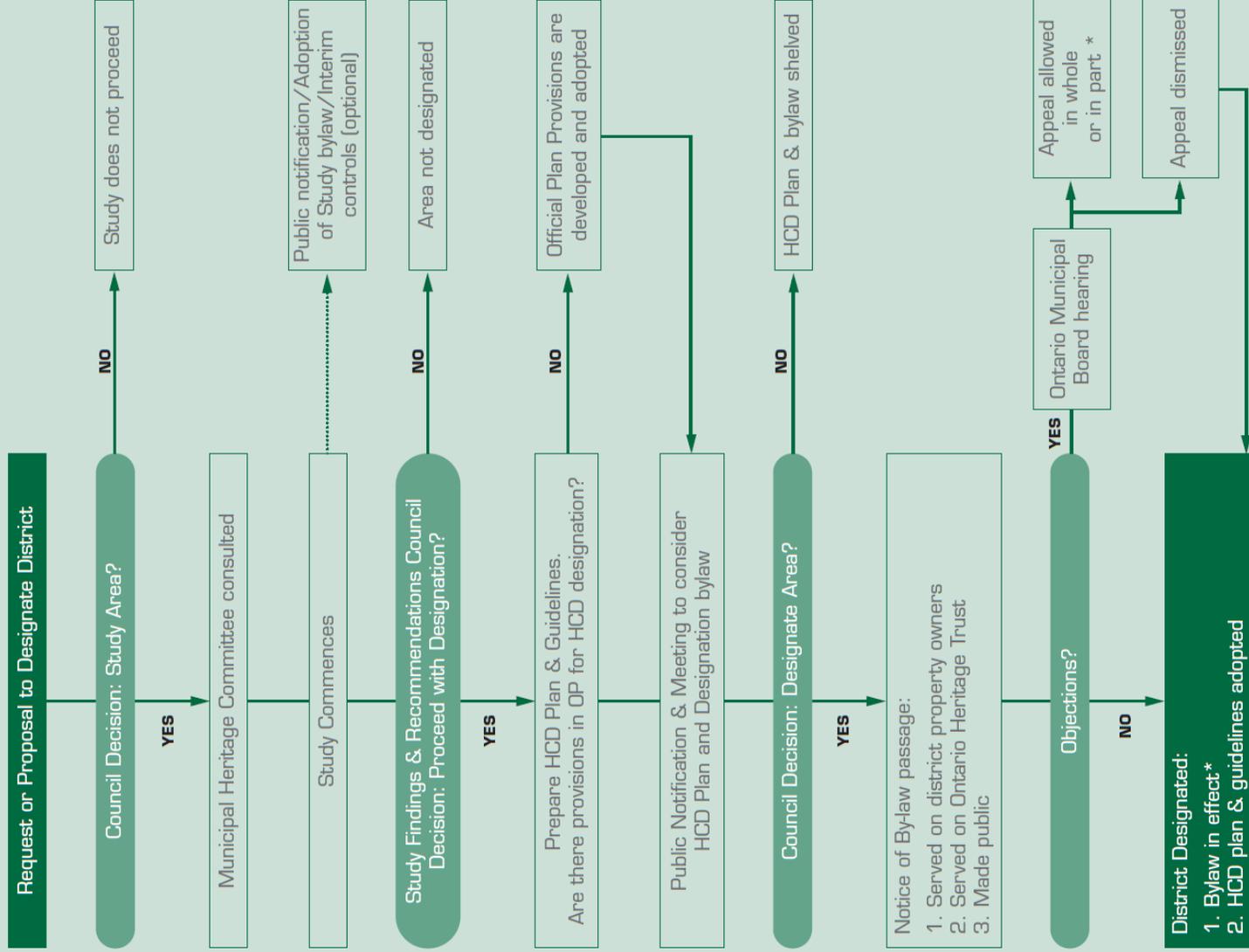
<sup>5</sup> Ministry of Culture. 2006a: 5.

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<sup>6</sup> Ministry of Culture. 2006a: 9-10.

<sup>7</sup> Ministry of Culture 2006a: 8-9.

# HERITAGE CONSERVATION DISTRICT DESIGNATION PROCESS



\*NB. Bylaw may need to be amended for an appeal allowed "in part"

<sup>8</sup> Ministry of Culture 2006a: 17.

### 2.1.1 PURPOSE OF THE HERITAGE CONSERVATION DISTRICT STUDY

An HCD Study can be initiated by interested individuals, stakeholder groups, a municipal heritage committee, municipal heritage staff or planners and often starts through the efforts of volunteers conducting research and initiating discussion of a possible HCD. Many groups and individuals can contribute to an HCD Study. Often, as in this instance, independent heritage professionals are hired to conduct the HCD Study, building on the work of various stakeholders. According to the *Ontario Heritage Act* (Section 40 (2)) an HCD Study must:

- Examine the character and appearance of the area that is the subject of the study, including buildings, structures and other property features of the area, to determine if the area should be conserved as a Heritage Conservation District;
- Examine and make recommendations as to the geographic boundaries of the Study Area;
- Consider and make recommendations as to the objectives of the designation and the content of the Heritage Conservation District Plan required under Section 41 (1) of the *Ontario Heritage Act*; and,
- Make recommendations as to any changes that will be required to the Official Plan and to any municipal bylaws, including any zoning bylaws.

### 2.1.2 WHAT DOES A HERITAGE CONSERVATION DISTRICT STUDY ENTAIL?

Typically an HCD Study involves historical, archival and documentary research; as well as field studies to evaluate the larger environment and integrity of the area. An HCD Study involves public consultation, interviews, participation and engagement to identify community value and interest. This approach provides a composite perspective on the Study Area along with an understanding of the cultural heritage value and meaning of its various parts.

Public engagement is integral to an HCD Study. Public support for the designation is based on a clear understanding of the cultural heritage value or interest of the Study Area as an HCD and of the objectives in designating an HCD.<sup>9</sup> The *Ontario Heritage Act* does not require a municipal council to obtain the approval of property owners or residents before passing a by-law to designate an area as an HCD.<sup>10</sup>

Designation of an HCD enables a municipal council to manage and guide future change in an HCD through adoption of a plan with policies and guidelines for conservation, protection and enhancement of the area's special character.<sup>11</sup> Designation of an HCD also provides a municipality with a specific legal means of respecting a community's history and identity in the planning process.

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<sup>9</sup> Ministry of Culture 2006a: 27.

<sup>10</sup> Ministry of Culture 2006a: 33.

<sup>11</sup> Ministry of Culture 2006a: 5.

For a municipal council and staff, designation of an area as an HCD requires careful assessment of techniques to manage any potential increase in regulatory and advisory workloads. For property owners, designation may mean a greater level of scrutiny on actions requiring changes to the physical fabric on their property and a requirement to obtain a Heritage Alteration Permit to make changes to their property.

An HCD treats the area as a coherent whole, allowing for greater coordination of activities in both the public and private realms. At a fundamental level, designation is proof of the community's commitment to care for and stewardship of the designated area. Such a commitment, along with a clear and transparent regulatory process, provides certainty in the planning process. Ultimately, it allows for a process of change management that respects the significant cultural heritage value of an area. In general, HCD designation has proven to be a benefit to those municipalities who have embraced their cultural heritage resources and ensured their conservation.

## 2.2 ST. GEORGE-GROSVENOR HERITAGE CONSERVATION DISTRICT STUDY

### 2.2.1 Historical Perceptions of the Study Area

Historical perceptions of an area as articulated through local histories, letters, travel literature or tours can demonstrate an affinity for an area throughout its existence. In the case of an HCD, historical perceptions can demonstrate heritage attributes of an area that have been appreciated for long periods of time. In the *History of the County of Middlesex* (1889) the authors list many very fine residences worth seeing including several within and immediately surrounding the Study Area (W.A. & C.L Goodspeed, 1889: 229). The St. George-Grosvenor HCD Study Area and surrounding streets has been a popular location for Architectural Conservancy Ontario (ACO) – London Branch's annual Geranium Heritage House Tours, including:

- Old North Walkabout – Geranium Walk (1981)
- Brackets and Bargeboards, Architectural Walks in London, Ontario (1989);
- Stroll Around St. James: Heritage Building Tour (1990);
- St. George-Grosvenor, A Good Address (1993);
- From Cottages to Mansions (2003); and,
- Heritage Highlights of the Geranium Heritage House Tours (2007).
- Sydenham Saunter (2016)

Heritage walking tours that include the Study Area describe an area of mansions and institutions and describe a fine residential character of the area<sup>12</sup>. *Brackets & Bargeboards* describes fine details, interesting variety of houses of different sizes, style and age

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<sup>12</sup> Architectural Conservancy of Ontario 1981

and houses rich in a variety of individual details.

## **2.2.2 Past Heritage Conservation Initiatives**

The St. George-Grosvenor HCD Study Area has been considered to have potential cultural heritage value by the City for over 30 years. This HCD Study to evaluate the St. George-Grosvenor area as a potential HCD is part of a larger history of planning and community efforts to recognize the area’s cultural heritage value and interest. These include (but are not limited to):

- *St. George/ Grosvenor Area Study: Recommendations* report prepared by the City of London Department of Planning and Development (1985);
- *Heritage Places*, a report prepared by the City of London Department of Planning and Development (1994); and,
- efforts by the SGGNA and individual property owners to identify and protect cultural resources in the area.

### **2.2.2.1 Municipal Heritage Conservation Initiatives**

#### ***St. George/ Grosvenor Area Study: Recommendations (1985)***

This report was developed “specifically to guide future development in the St. George/Grosvenor Area”.<sup>13</sup> Initiated in 1982, and adopted by Municipal Council on May 21, 1985, the study’s objectives were:

- to explore the land-use and traffic impacts of a proposed development on the Grosvenor Gate Block as well as the two area hospitals; and,
- to explore the suitability of the Official Plan’s transportation and specific High Density Residential policies in the area.<sup>14</sup>

Specific objectives included:

- conserving the existing “high quality house stock” while permitting new compatible development; and,
- encouraging the rehabilitation and improvement of residential properties.

The maintenance of the architectural character of the area was a primary concern for the *St. George/ Grosvenor Area Study: Recommendations* report. A number of properties were identified as being architecturally significant (Map 2.1).<sup>15</sup>

#### ***Heritage Places (1994)***

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<sup>13</sup> City of London 1985: 2.

<sup>14</sup> City of London 1985: 2.

<sup>15</sup> City of London 1985: 6.



2004 effort did not lead to designation of the area as an HCD at that time, the SGGNA has remained keenly involved in heritage conservation efforts in the area, and has been involved in the current HCD Study.

### 2.2.3 Study Approach and Methodology

The St. George-Grosvenor HCD Study approach involved understanding the background and context of the Study Area through research and consultation; followed by analysis and evaluation; and concluded with recommendations. This approach involved:

- Historical research to articulate the history and evolution of the Study Area;
- Examination of Provincial and City of London legislation and policy regarding cultural heritage resources and HCDs;
- Examination of City of London policy, planning documents and guidelines that affect the Study Area, outlining how planning in the City of London has impacted the Study Area;
- Consultation with stakeholders and members of the community for input into potential HCD designation in the Study Area;
- Identification and evaluation of buildings, structures, other property features (such as archaeological potential), streetscape, contextual elements and potential cultural heritage resources to determine if the Study Area warrants protection as an HCD;
- Research and evaluation of all properties and views within the Study Area, creating an inventory of cultural heritage resources;
- Evaluation of the Study Area based on the City's criteria for HCD designation;
- Recommendations regarding designation of the Study Area, or part(s) thereof as an HCD under Part V of the *Ontario Heritage Act*;
- Identification and recommendation of geographic boundaries for a potential HCD;
- Consideration of and recommendations as to the objectives of the designation and content of the HCD Plan and Guidelines; and,
- Consideration of and recommendations as to any changes to the Official Plan and to any municipal by-laws and complementary planning policies, initiatives or amendments that would support the proposed HCD.

Research of the history and architecture within the Study Area as well as the history of individual properties involved utilization of primary and secondary research sources, maps, aerial photographs, interviews, previous heritage studies and planning documents. Legal property descriptions and resources of the City of London Planning Services Department were made available by the Heritage Planners. Information on the archaeological potential in the Study Area was gathered through the City of London *Archaeological Master Plan*, consultation with local archaeologists and the Ministry of Tourism, Culture and Sport archaeological sites database.

Site visits to the Study Area were conducted on multiple occasions in all seasons to photograph and inventory individual properties and the landscape within the Study Area. Site visits recorded the built form of the Study Area, views, vistas, and vegetation in the Study Area, the spatial arrangement of streets and buildings, physical connections between places, the alignment and grouping of buildings. Site visits involved pedestrian and vehicular survey of the Study Area.

Community consultation involved Community Information Meetings where information about HCDs was presented to the community and workshops and question and answer sessions were held to address and gather feedback. Community consultation also involved a survey aimed at gathering feedback on potential HCD designation for the Study Area.

Based on the outcome of this HCD Study, should Municipal Council decide to proceed with the designation of an HCD under Part V of the *Ontario Heritage Act*, an HCD Plan and Guidelines document must be developed to further refine these recommendations. The history and analysis of the Study Area presented in this HCD Study describe cultural heritage resources, patterns and characteristics within the Study Area as a whole and may reference particular Sub-Areas as relevant. All photographs in this HCD Study were taken by the Study Team, unless otherwise noted.



*Image 2.1: Natural edge to the Thames River in Gibbons Park, 2015.*

## 3.0 HISTORIC GROWTH AND DEVELOPMENT OF THE STUDY AREA

The following chapter summarizes the main aspects of the St. George-Grosvenor Study Area's history that have influenced the Study Area's cultural heritage. For a detailed history of the Study Area, refer to Volume II, Appendix A "History of St. George-Grosvenor".

### 3.1 BEGINNINGS: THE RIVER AND THE ESCARPMENT

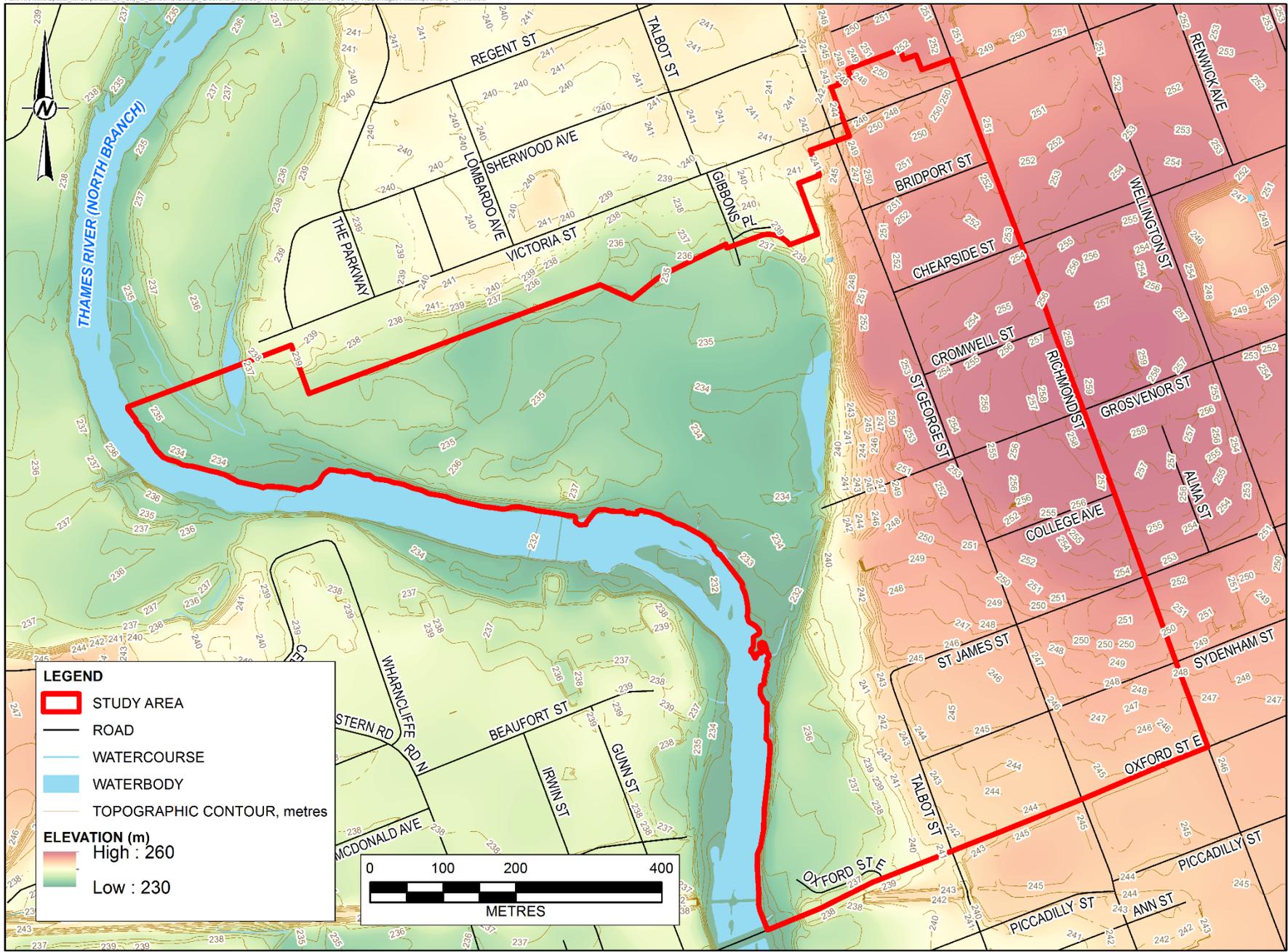
The Thames River is the prevailing influence on the development of the Study Area. It is here that the Thames River bends in a sharp curve in its southerly progress, veering west to a point opposite the end of what is now Victoria Street and then moving sharply east to a point opposite what is now College Street, before resuming its southerly course. The Thames River formed an oxbow that hugged the base of a steep escarpment. The lands flanking the Thames River were (and still are) prone to seasonal flooding, and the oxbow also created an island in its midst. The broad waterway and the high, heavily forested bluff to the east would have been the key landscape features evident in earlier times (Map 3.1 illustrates topographical features).

It is likely that Indigenous groups frequented the river corridor for hunting, fishing and transportation and it is possible that some groups may have established seasonal or even permanent settlements on the high ground flanking the Thames River. According to the City's 1996 *Archaeological Master Plan*, these portions of the Study Area are within the areas of archaeological potential. Furthermore, the *Archaeological Master Plan* states that a "small Early Iroquoian camp was located on the grounds of the Thornwood estate...atop the bluff overlooking Gibbons Park".<sup>17</sup>

The low-lying ground flanking the watercourse would have been muddy, with reeds and other riparian vegetation on the banks. Wildlife would have been abundant, with varieties of waterfowl as well as animals attracted to prey that lived in or near the Thames River. The oxbow, with its slow-moving water and eddied shore, would have provided an even richer habitat than that of the main riverbed. This riverine ecosystem co-existed with the mature forest that would have characterized the uplands to the east. On top of the escarpment in the eastern half of the Study Area, it is likely that there was a climax forest of mature hardwoods and softwoods, situated on somewhat level ground in the southern half of the Study Area and sloping northwards from there. It is to this landscape that the first settlers came (See Image 3.1 for an early photograph of the landscape).

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<sup>17</sup> Wilson and Horne 1996: 22.



Map 3.1: Map of Study Area illustrating topographical features.

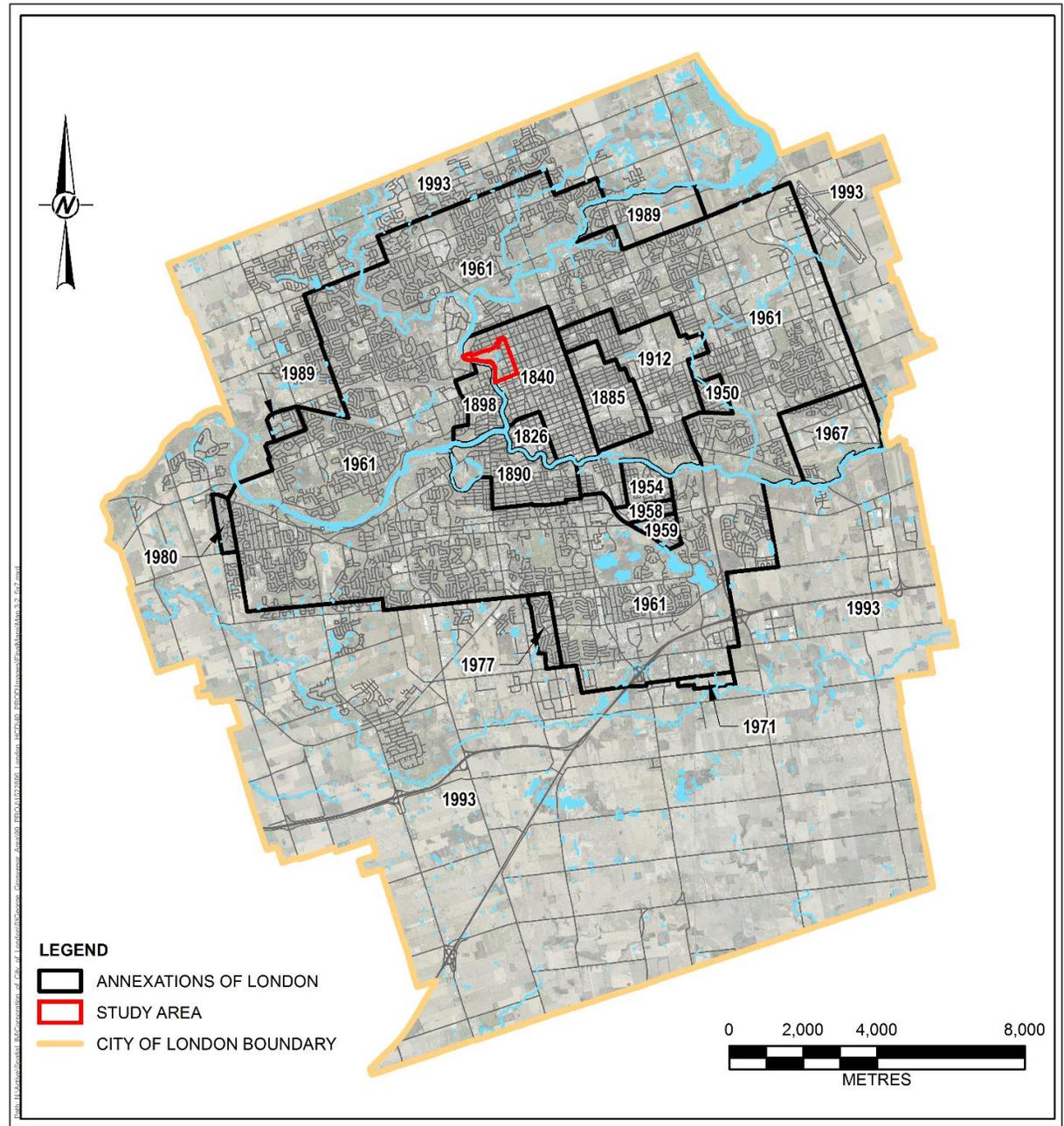


**Image 3.1:** *Photograph showing view over the flats from Thornwood (329 St. George Street), probably dating from HCR Becher's tenure there. The oval form was used at the time to indicate a particularly picturesque view. (Courtesy of the Becher FONDS, Western Archives, Western University).*

### 3.2 SETTLEMENT BEGINS: SPECULATION AND GRAND ESTATES

What would become the City of London was first established in the early 19th century, beginning in the area south of Oxford Street East that is now occupied by the downtown. Settlement patterns followed the Burwell Survey of London Township (1810) and the later Carroll (or “New”) Survey of 1835-36, in which road alignments and lot layouts were shown. Adopted formally in 1840, this survey established the basic subdivision pattern for the City. Map 3.2 illustrates the growth of the City of London since 1826.

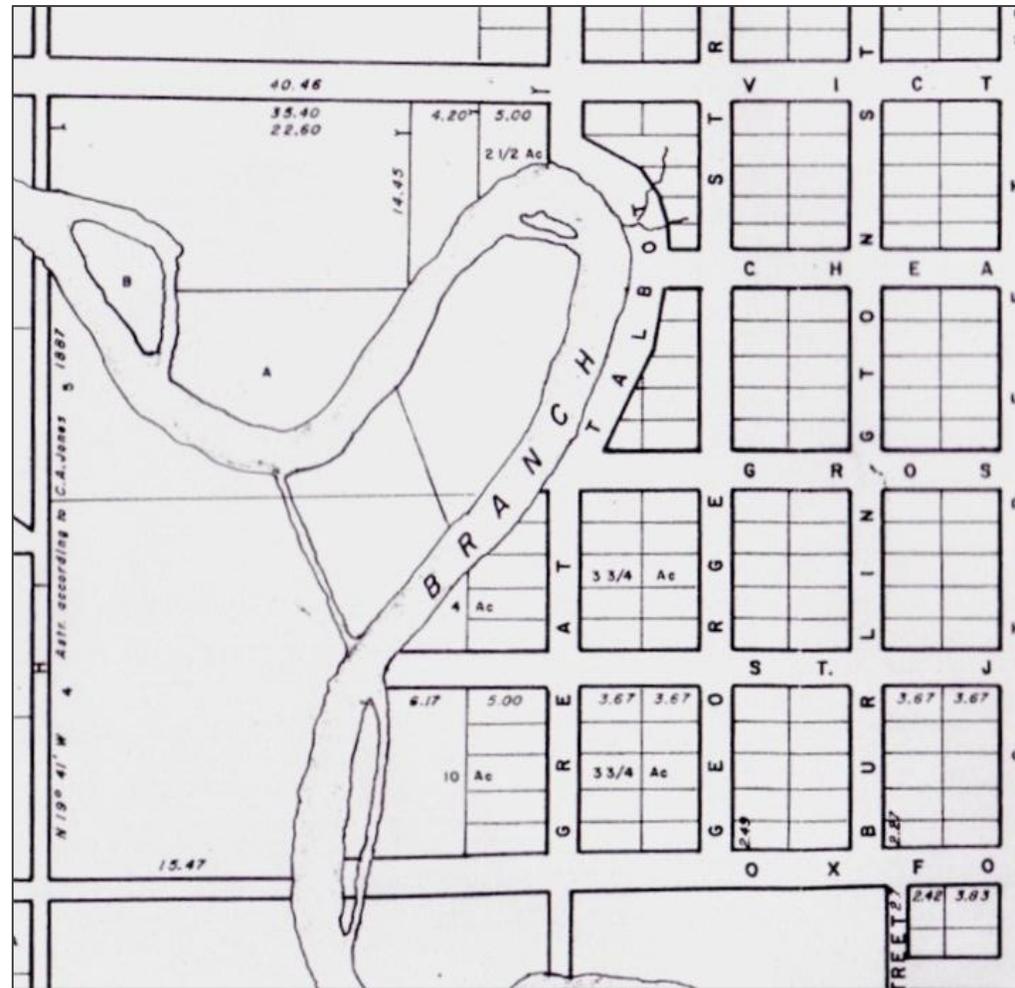
The Study Area was part of that survey and the basic lot and street pattern, including the street names, has been retained since. The streets were named, either by Carroll or his superiors, in a manner that followed a common colonial practice of choosing English place names and the names of prominent British political, religious or royal figures. The exception is Great Talbot Street, named after one of the founders of the City. What is different in the survey north of Oxford Street East is the wider rights-of-way on the main streets here, thus the original



**Map 3.2:** Map illustrating the growth of London. The Study Area is marked in red as part of the 1840 annexation.

streets (Oxford Street East, Talbot Street, St. George Street, St. James Street, Grosvenor Street, Richmond Street and Victoria Street) are all double the standard width of a single chain (66 feet) with the result that the Study Area has broad avenues with wide boulevards in these 132 foot wide rights-of-way. It is only in the later subdivisions of the Study Area that standard street widths (66 feet) were provided for Sydenham Street, Cromwell Street (formerly called Louisa Street), Bridport Street and College Avenue. The other modification of the Original Survey is the alignment of Great Talbot Street. Originally shown as continuing north of St. James Street to follow the foot of the escarpment all the way to Victoria Street, the practical problems of dealing with uneven topography and low ground that was prone to flooding seem to have precluded its continuation northward.

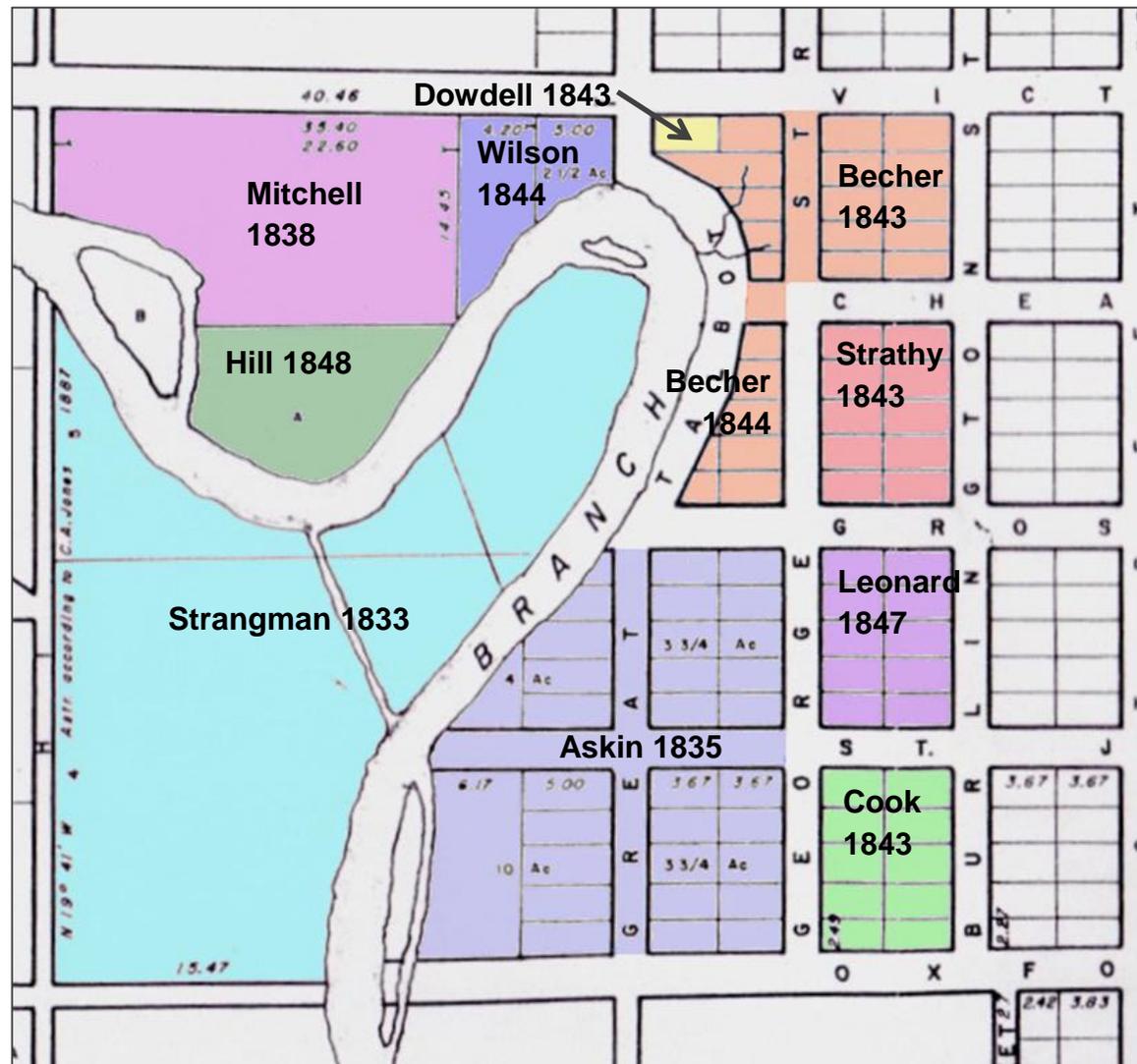
Carroll's survey is a standard grid pattern superimposed on the landscape, responding to natural features only when necessary, as at the western escarpment (see image 3.2). Here the blocks are irregular in shape such that all of the lots shown west of Great Talbot Street and St. George Street are of varying sizes and shapes. Similarly, the low-lying lands east of the river were not suited to settlement and were not included in the New Survey. Otherwise, the standard block within the Study Area is a rectangular, 3 and 3/4 acre parcel containing ten lots, five facing east and five facing west. With some minor modifications for new streets and laneways, this basic lot pattern survives today



*Image 3.2: Detail of Registered Plan 30. This copy of Plan 30, the only one now available in the Middlesex County Land Records, shows a few details, accumulated over time, that were not present in Carroll's original survey. Burlington Street on the survey is now Richmond Street.*

Development had begun even before the survey was completed. First to develop were lands along the Thames River that provided sites for mills. Records show that Joseph Strangman had patented land on the west side of the river in 1833 and that, by 1841, his business partner Jeremiah Hill had built a woolen mill there. Hill also built a grist mill, the mill race of which cut across the base of the oxbow. Other patent grantees in this pre-survey period include Colonel John Askin (1835) and James Mitchell (1838). Soon after the survey, the remaining lands were patented: by Timothy Cook, Henry Becher and John Strathy in 1843, by Becher again in 1844, by Hill again in 1848, and by Elijah Leonard in 1847. These men were the business and administrative core of the new community and, as is evident from subsequent land sales, acquired these properties only to resell them at a profit (see image 3.3).

This pattern of turning over property for profit continued subsequently, with one exception: Becher. He was the only one of the original patent grantees in the Study



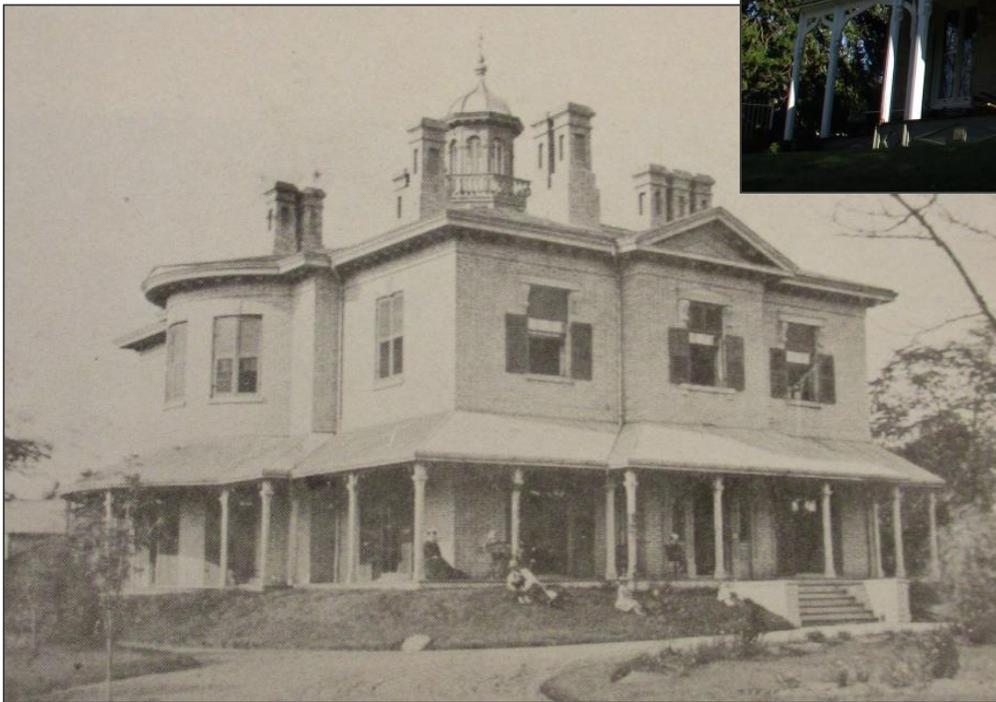
**Image 3.3:** Patents of land assigned using the divisions in Registered Plan 30. The patentees are, in order of dates when the patents were granted; Joseph Strangman (1833), Colonel John B. Askin (1835), James Mitchell (1838), Timothy Cook (December 12, 1843), Henry C.R. Becher [between Burlington and George Streets] (December 14, 1843), John Dowdell (December 14, 1843), John Strathy (December 24, 1843), Henry C.R. Becher [west of George Street] (1844), Elijah Leonard (1847), and Jeremiah Hill (1848).

Area who chose to live on his land and build an estate there. Over the next century, Thornwood, as the estate was called, included Thornwood house (Image 3.4), lands overlooking the escarpment and lands below the escarpment including the centre of the oxbow and the east riverbank.

In 1848, Lionel Ridout, a successful local merchant and investor, built a mansion, called Rough Park (Image 3.5), on a property bounded by the river and by Grosvenor Street, St. James Street and St. George Street.



**Image 3.4:** Thornwood (329 St. George Street) as seen from the southwest. (Photograph by Leslie Brock, 2015).



**Image 3.5:** Rough Park. The large bow window faced towards the river. From James J. Talman, *Huron College, Built in 1863 and demolished in 1953*.

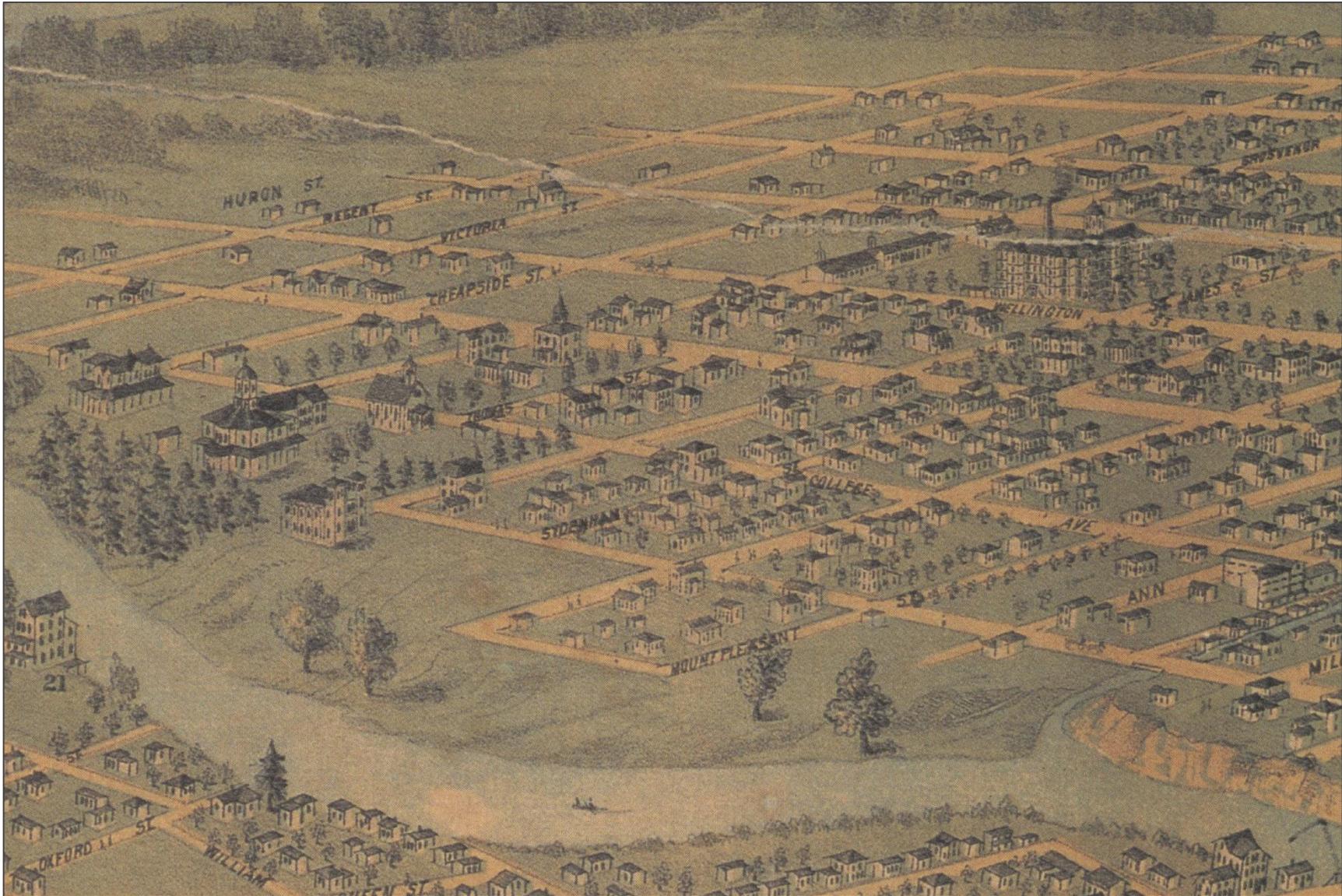
Similarly, William Barker, grocer, land speculator and one-time Mayor of London, built a large house c. 1853 facing Richmond Street in a block he owned bounded by Oxford Street, St. James Street and St. George Street (Image 3.6). He stayed only until 1857 when he sold the property.

Despite the early subdivision of the Study Area, actual construction of most homes in this area took place slowly. It is not clear why this was so but it may be a result of the distance of these properties from the city centre. What is evident in the *Bird's-Eye View London Ontario Canada 1872* (Image 3.7), and confirmed in the Goad's and Underwriters Survey Bureau Fire Insurance Plans from the late 19th and early 20th centuries, is that development was concentrated in area south of Grosvenor Street and little construction is shown north of that. The Becher lands there may have been held out of development so as to remain part of the large estate, but the other lands appear to be on the edge of the growing town, near what seems to be open farmland, so their distance from the main settlement does seem to be a determining factor in their late development. The various landowners at the time seem to have responded to the slow rate of sales by resurveying their lands (e.g. west of Great Talbot Street) but were frustrated there by the threat of flooding, and by subdividing blocks to include new streets and lanes (e.g. the blocks between St. George Street and Richmond Street). While the former properties only developed in the early 20th century, the provision of new streets and lanes in the eastern blocks appears to have stimulated development by the late 19th century.

One effort by the expanding municipality to provide a productive use for the riverside lands west of Great Talbot Street was the construction of an agricultural exhibition building there. From 1854 to around 1908, this ornate building, visible in the 1872 Birds-Eye View (Image 3.7), was a fixture in the Study Area.



**Image 3.6:** *Half of a Stereoscopic View of the Barker house on Richmond Street, demolished in 1965 (Courtesy of the Western Archives, Western University).*



*Image 3.7: Detail from the Bird's-Eye View London Ontario Canada 1872 map of London by Eli Sheldon Glover.*

### 3.3. CHANGES: EMERGING INSTITUTIONS

While Thornwood remained, the other two large estates in the Study Area, Rough Park and the Barker Estate, became large institutional properties, and thus changed from a residential to institutional in terms of scale and use. Neither of the estate owners stayed long before selling. In Ridout's case, his and his family's occupation of the property was brief. He died in 1859 and his widow and the executors of his estate sold the land to the Anglican Bishop of Huron, Benjamin Cronyn and the Archdeacon, the Venerable Isaac Hellmuth. Cronyn and Hellmuth founded Huron College on the former Ridout Estate. This new theological college began operation in 1864 and steadily expanded for almost a century thereafter. Huron College expanded the original mansion and added a chapel as well as a residence for the Bishop (Bishopstowe). Huron College was the basis for the Western University (formerly the University of Western Ontario), the new university founded in 1878 as the Western University of London at Huron College added a medical school in 1882 and became non-denominational in 1908.<sup>18</sup> The Western University of London purchased land on the west side of the Thames River, which would become its current campus, in 1916.<sup>19</sup> Huron College added a new classroom wing and residences in 1892. Huron College remained on the property until 1951.

Barker's house on Richmond Street and lands between College Street and Grosvenor Street were sold in 1857 to another speculator, who sold the property to the Catholic Church in 1869 for use as an orphanage, motherhouse, and home for indigents and the elderly. The property had a large addition added to the house in 1877, and in 1899 was renamed House of Providence and focused on elder care. It eventually became St Mary's Hospital and Marian Villa, and evolved into the current Mount Hope Centre for Long Term Care. As a result of these transactions, from the mid-19th century onwards, these two properties formed an institutional wedge between the northern and southern halves of the Study Area.

The owners of the one remaining residential estate in the Study Area (Thornwood) continued to develop their land and, in doing so, helped establish the character of the Study Area. By the late 19th century, the Becher's were a prominent and influential local family, building and expanding Thornwood house, and holding an extensive amount of land. Their legacy today is primarily their influence on the development of Gibbons Park, established on Becher property below the escarpment. The original access was from west, across mill dam, and it began as informal open space used by Becher family (skating, tobogganing) and by the public. Following a major flood in 1883, which gouged a wide channel through the mill race and cut off the oxbow, the Bechers began filling and enhancing the newly created parcel between the bottom of the escarpment and the new river course. By 1925, the Becher family had sold these lands to the Gibbons family who in turn gave them to the City for use as a public park, adding endowments from that time into the 1950s. For its part, the City began investing in park improvements soon after acquiring the land, making significant upgrades during the Depression and following the Second World War and continuing to do so incrementally since then.

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<sup>18</sup> Beaton, B. 2012. *University of Western Ontario*. Historica Canada. <http://www.thecanadianencyclopedia.com/en/article/university-of-western-ontario/>

<sup>19</sup> Western University of Canada. 2012. Our History. <http://www.uwo.ca/about/whoweare/history.html>

### 3.4 RESIDENTIAL GROWTH: LATE 19TH - EARLY - 20TH CENTURY

Residential development in the Study Area took place slowly and incrementally. North London was quite a distance from the downtown. Some of the disadvantages of this were initially overcome by the extension of the street railway in 1875. Reaching up Richmond Street as far as St. James Street, this street railway helped the Study Area evolve from a semi-rural suburb dominated by large estates and institutions to a denser, residential suburban area. The key influences on growth of the Study Area were the steady expansion of the City and the related extension of municipal services northwards. An initial phase of development beginning in the 1880s gained momentum with the gradual addition of such municipal services as watermains (1898), sanitary sewers (1904), electric power (1910), electric streetlights (1914) and paved streets and sidewalks (c. 1910).

Examination of construction dates for properties within the Study Area and reference to fire insurance plans from the early 20th century shows an inconsistent pattern of development. The oldest part of the Study Area includes the block bounded by Great Talbot Street, St. James Street, St. George Street and Oxford Street East. A high concentration of modest dwellings that date mostly from the mid-1850s to the late 1880s are found here, thus pre-dating the major period of expansion for the broader St. George-Grosvenor Study Area. The three blocks to the east and south of this oldest area also contain many older structures, but their proximity to Richmond Street and Oxford Street East may have encouraged redevelopment such that there are more residences there from the first half of the 20th century.

Further north, in the blocks between St. James Street and Cheapside Street, the majority of buildings date from the period between 1890 and the end of the First World War. It appears the scattered structures shown in the 1872 Birds-Eye View (Image 3.7, page 25) and also in the 1891 Rev. 1907 fire insurance plan north of Cheapside Street were replaced during that period with more substantial structures, mostly of brick. This redevelopment may have been a result of the gradual sale of some of those lands by the Becher family. Replacement of earlier housing was widespread in the blocks affected by the development of the large institutions but it also occurred on a smaller scale in the blocks south of College Street. For example, a large double lot on the north side of St. James Street (200 St. James Street) had a substantial brick house and side garden replaced by an apartment building in 1926. But such replacement for higher density use was not repeated until the 1960s.

The western edge of the Study Area developed later and followed a similar incremental pattern. With the exception of Thornwood, the west side of St. George Street did not begin to develop until after the First World War and continued to fill in after the Second World War, including buildings built through the latter half of the 20<sup>th</sup> century and one house from the 21<sup>st</sup> century. Similarly, the west side of Great Talbot Street did not fill in until the beginning of the 20th century and the process was not complete until the 1960s. On the other edges of the Study Area, both the Oxford Street East and Richmond Street frontages were already established as residential streets, while Victoria Street developed later, but also as a residential street.

### 3.5 POSTWAR EVOLUTION: GROWTH AND STABILITY OF THE STUDY AREA

The institutional area between the two halves of the Study Area continued to evolve after the Second World War. Huron College began selling property on the north side of St. James Street in the early 20th century and continued to do so after the Second World War. The final sale of Huron College lands in 1952 changed the land bounded by Grosvenor Street, St. George Street, St. James Street and the Thames River from a landscaped campus with institutional buildings to a complex of large residential structures. The Huron College buildings and Bishopstowe were demolished. A series of new apartment buildings were constructed, beginning with a four story apartment constructed in 1957 (demolished 1981, the land now vacant), and adding others in 1962, 1964 and 1970.

The hospital expanded after the Second World War, St. Mary's Hospital opened in 1951 and Marian Villa opened in 1966. These institutions amalgamated between 1983 and 1985 into St. Joseph's Health Centre and in 1997 the hospital and Marian Villa became the Mount Hope Centre for Long Term Care. The Barker house was demolished in 1965 and Marian Villa was built in 1966. The House of Providence buildings was demolished in 1980<sup>20</sup> and in 1997 a new St. Mary's Hospital was completed.<sup>21</sup>

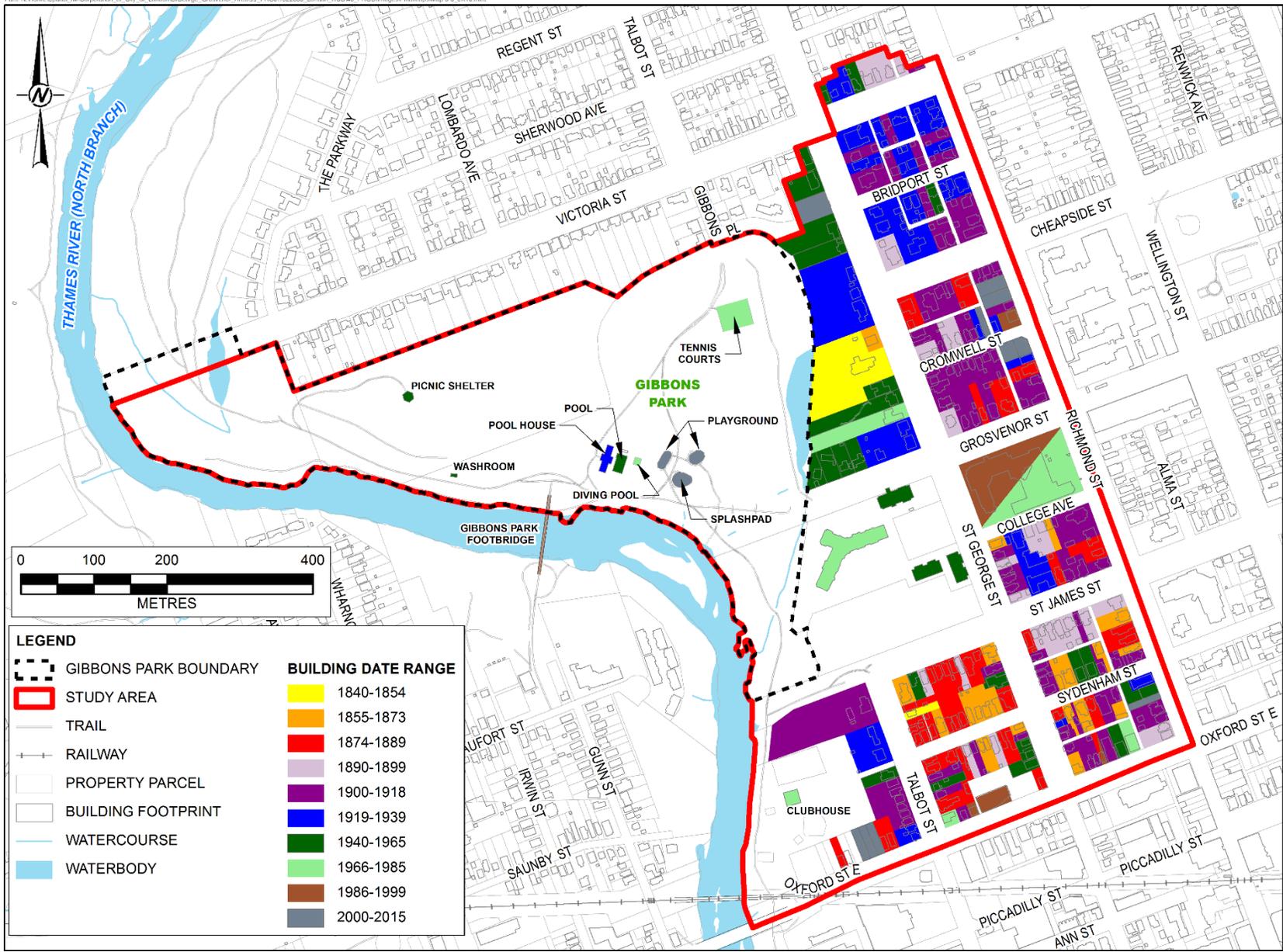
The edges of the Study Area also changed significantly following the Second World War. On the west, vacant properties on Great Talbot Street and St. George Street frontages alongside Gibbons Park were progressively filled in from the 1930s onwards. The final lots were filled in along St. George Street in the 1960s-1980s. The Victoria Street frontages on the block east of St. George Street were established by the Second World War. Houses along Richmond Street began to be converted from residential into commercial uses, and other buildings converted from single family residences into apartments. The building fabric remained but use changed. Several properties along Richmond Street saw the houses demolished and new buildings built, especially along Richmond Street between Cheapside Street and the south side of Cromwell Street. Similarly, Oxford Street East evolved into a mix of older built fabric interspersed with new commercial infill.

The Study Area continued to evolve slowly throughout the 20th century. Gibbons Park changed from being bordered on its eastern side by a single large estate, to having several properties adjacent to the park; a continuation of the subdivided block pattern as a result of the Becher family gradually selling off portions of the old estate: the last parcel (Thornwood) was sold out of the Becher family in 1984, but retains a large property commanding a prominent location overlooking Gibbons Park. Within the older low density residential blocks, there has been some infill, some properties with extensive renovations and demolition and replacement that has occurred in every decade since the last major period of new building in the 1930's. This has resulted in a Study Area that, aside from changes in the middle and along the edges, has retained its low density, residential character. Map 3.3 illustrates the range of dates that buildings in the Study Area were built.

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<sup>20</sup> Congregation of the Sisters of St. Joseph in Canada 2014: 34.

<sup>21</sup> Sisters of St. Joseph of London: 1.



**Map 3.3:** Map illustrating when the main building on a property within the Study Area was built. Wherever possible the entire property has been shaded for ease of reading.

### 3.6 SUMMARY AND HISTORIC THEMES FOR THE STUDY AREA

Over its century and a half of development, the Study Area has evolved from being a series of large estates to a residential neighbourhood that reflect examples of buildings and streetscape from each major phase of its development. Thornwood estate and Gibbons Park are the only remnants of the original estates. The blocks south of College Street and St. James Street contain housing from the earliest development period (1850s-late 1870s). North of Grosvenor Street buildings representative of the next major development phase (late 1870s-1930s) can be found. The west side of St. George Street has examples of the final development phase (late 1940s-late 1980s). Within these parcels are found good examples of architectural styles that begin with cottages showing vernacular interpretations of Regency and Gothic Revival styles and Italianate villas. Next are late Victorian eclectic styles such as Queen Anne and Stick and, in the 20th century, a variety of Edwardian and Revival styles as well as Modernist-influenced designs. These various styles are often found mixed together along streets. Blocks such as the one bordered by St. James Street, St. George Street, Sydenham Street and Great Talbot Street tend to have small, narrow lots predominated by early frame one story cottages, while the block bordered by St. George Street, Victoria Street, Richmond Street and Bridport Street tend to have larger lots with substantial two story houses of brick construction. Patterns of lot and street development, architectural styles, house size and quality of construction and materials, as well as lot size tell a story of the diverse socioeconomic history of the people who have and continue to live in the Study Area.

The Thames River Valley and the escarpment that runs north-south through the Study Area have shaped the area and contributed to the development of Gibbons Park and the arrangement of residential properties overlooking the Thames River Valley. Threat of flooding limited development in the valley. Historic recreational use of the valley lands and formal development of Gibbons Park illustrates the history of public recreation in the Study Area.

The institutional properties between the north and south halves of the Study Area started out as estate properties similar to Becher's Thornwood estate and the original buildings of each institution were the former large estate homes on large lots. As the institutions evolved large renovations and additional buildings were constructed. By the middle of the 20<sup>th</sup> century the original estate houses no longer met the needs of the institutions and these 19<sup>th</sup> century structures were demolished and replaced with new institutional buildings or sold for subsequent re-development.

The latter half of the 20<sup>th</sup> and early 21<sup>st</sup> century have seen infill and changes in land use along the edges of the Study Area. Some newer commercial buildings have been added to Oxford Street East and many homes along both Oxford Street East and Richmond Street have been converted from single-family homes into apartments and/or commercial buildings. Gibbons Park and central areas of the Study Area have remained residential and open space, while the southern and eastern edges have begun to convert into commercial spaces, some of which retain their residential form.

Historic themes for this area start with settlement diverging into two streams, the emergence of large estates and speculative development. This was followed by a theme of emerging institutions as several of the estate properties were sold to institutions and took on a different form of development. Speculative landholding remained important in the Study Area but development was slow. The next theme, residential growth, saw more lands subdivided and sold for residential use and the emergence of more municipal infrastructure and amenities including Gibbons Park. This continues to demonstrate the slow growth of the area. Finally a theme of growth and stability is revealed in the latter half of the 20<sup>th</sup> century as the Study Area became mostly built out and limited replacement and infill development began. This period is when the institutions continued to grow, eventually some moved from the Study Area and were replaced by residential development that was different than the Study Area had seen before reflecting the theme of growth while the rest of the Study Area stabilized as a residential area with close ties to Gibbons Park and the Thames River.

Based on this historical growth and development of the Study Area the following themes have been identified:

- Early development
  - Addressing the river and escarpment
  - Early speculators and estate developers
  - Slow growth on the urban fringe
- Estates and Institutions
  - Bechers as a prominent local family (estate owners and philanthropists)
  - Estates becoming institutions
  - Evolution of institutions
- Early 20th century changes
  - Growing with London (links to improved local service infrastructure)
  - Grand and modest homes
  - Variety of styles and materials
  - Gibbons Park becoming a major municipal public park
- Changed edges; stable cores
  - Residential infill within blocks and along edges
  - Changing land uses on the eastern and southern edges: including commercial and institutional uses
  - Otherwise a stable residential area primarily oriented towards Gibbons Park



*Image 3.8: Park Bench in Gibbons Park, 2015.*

## 4.0 LEGISLATIVE AND POLICY FRAMEWORK REVIEW

There are several purposes for a review of the legislative and policy framework as it pertains to a potential HCD within the Study Area. A legislation and policy provides a clear overview of the existing framework applicable to the Study Area. In particular, it helps illustrate the processes and policies in place; to identify any strengths or deficiencies in the planning framework governing the Study Area; and to help determine if the framework is sufficient to support designation of an HCD. This review also provides the policy context for, identifies and illustrates patterns that have resulted from planning decisions within the Study Area. It explains what the planning policy (including heritage planning) reveals about the Study Area.

Within Ontario, cultural heritage conservation is a matter of Provincial interest. This stems from Section 2 of the *Planning Act* and is addressed in several pieces of provincial legislation and policy including the *Provincial Policy Statement (2014)*, the *Ontario Heritage Act*, the *Funeral, Burial and Cremation Services Act*, the *Environmental Assessment Act*, and included in provisions in several other pieces of legislation. The *Provincial Policy Statement*, (which is issued under Section 3 of the *Planning Act*), Sections 2.0 and 2.6 identify the conservation of cultural heritage as a requirement.

A municipality has the authority for designation pursuant to Section 41, Part V of the *Ontario Heritage Act*. The enabling provincial legislation allows cultural heritage conservation policies to be enacted by lower-tier and single tier municipalities, provided that the necessary Official Plan policies are in place. The Official Plan of the City of London contains provisions in Section 13.3 that satisfy this criterion; City of London's policies are supportive of cultural heritage conservation.

As a part of the St. George-Grosvenor HCD Study, a comprehensive examination of planning and heritage policies and procedures affecting the Study Area has been completed. The following is a summary and analysis of the plans and policies that were considered. This summary examined national, provincial, regional, and municipal policy context that the City adheres to. The only national program that affects the Study Area is the Canadian Heritage River designation for the Thames River, this is a commemorative program and has no regulatory authority over the City of London. The only feature under Federal Government authority in the Study Area is the CPR railway bridge in the southwest corner of the Study Area. No heritage concerns have been identified in relation to this bridge. There are no National Historic Sites or other Federal Lands in the Study Area so there is no direct effect from current Federal policy on the Study Area. This summary also examines the heritage planning program of the City of London. (A Glossary of heritage and planning terms can be found starting on page 121).

## 4.1 PROVINCIAL LEGISLATION AND POLICY CONTEXT

Provincial legislation and policy provide the Province and municipalities with direction, guidance, rules and authority to protect and enhance cultural heritage resources. Details about policy can be found in Volume III Appendix B of the St. George-Grosvenor HCD Study. The following is a summary of sections of Provincial legislation and policy relevant for cultural heritage (Volume III, Appendix B includes a more detailed summary of legislation and policy relevant to this study).

### 4.1.1 The Municipal Act

The *Municipal Act* grants municipalities the authority to pass by-laws, including by-laws respecting heritage (Section 11 (3) 5.). When a municipality passes a by-law, it must not frustrate the purpose of any Act of the Province. The *Municipal Act* specifies in Section 14 (2) that in the event of a conflict between a by-law and an Act, regulation or instrument where the by-law frustrates the purpose of the Act, regulation or instrument, the by-law will be without effect. This is an important consideration as the purpose of an HCD must be the conservation of cultural heritage values and heritage attributes rather than other matters addressed by other legislation and processes. The *Municipal Act* also enables a municipality to establish a program to provide tax incentives for an eligible heritage property (Section 365.2 (1)).

### 4.1.2 The Planning Act

The *Planning Act* is the enabling document for municipal and provincial land use planning and is the authority (Section 3.1) for the Provincial Policy Statement (PPS) which provides policy direction on matters of Provincial interest. The *Planning Act* identifies matters of Provincial interest including “the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest” (*Planning Act* Part I [2, d]). The *Planning Act* specifically addresses archaeological resources in Section 34 (1) 3.3 where it authorizes municipalities to pass by-laws that prohibit the use of land and the erecting, locating or using of any class or classes of buildings or structures on land that is the site of a significant archaeological resource.

### 4.1.3 Provincial Policy Statement (2014)

Policies in the PPS set out the Province’s land use vision for how Ontarians develop their landscape, create the built environment, and manage land and resources for the long term. The PPS indicates that Ontario’s long-term prosperity, environmental health, and social well-being is dependent on protecting its resources, including its cultural heritage and archaeological resources. All aspects of development and planning throughout the province are expected to use approaches that include; managing and promoting growth, economic development, infrastructure, natural heritage and cultural heritage. HCD Plans are required to include appropriate development standards to be consistent with the PPS.

**Section 1.5** of the PPS recognizes the importance of public spaces, recreational uses, parks, trails and open spaces in achieving healthy, active communities. Gibbons Park and the Thames Valley Parkway in the Study Area are community amenities that promote a healthy active community that fosters social integration and facilitates active transportation. Access to the Thames River allows public access to the shoreline as a water-based resource and valley crossings, parkways and pathways contribute to community connectivity. Identifying the open space and park areas within the Study Area and incorporating appropriate development standards for the public spaces within the Study Area would be consistent with the intent of the PPS and *Ontario Heritage Act* in this regard.

**Section 1.7** of the PPS addresses long term economic prosperity. Policy 1.7.1 demonstrates how long-term economic prosperity can be supported including: “encouraging a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including built heritage resources and cultural heritage landscapes”<sup>22</sup>. The designation of an HCD in the Study Area would be consistent with section 1.7.1 of the PPS as a method to enhance and promote cultural planning by conserving significant built heritage resources which could serve to support long term economic prosperity in the City.

**Section 2.6** of the PPS specifically addresses cultural heritage and archaeology. Any proposed implementation mechanisms arising from The St. George-Grosvenor HCD Study must be consistent with policies in section 2.6:

- 2.6.1 Significant built heritage resources and significant cultural heritage landscapes shall be conserved.
- 2.6.2 Development and site alteration shall not be permitted on lands containing archaeological resources or areas of archaeological potential unless significant archaeological resources have been conserved.
- 2.6.3 Planning authorities shall not permit development and 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.
- 2.6.4 Planning authorities should consider and promote archaeological management plans and cultural plans in conserving cultural heritage and archaeological resources.
- 2.6.5 Planning authorities shall consider the interests of Aboriginal communities in conserving cultural heritage and archaeological resources.<sup>23</sup>

Significance may be determined using tools developed by the Ministry of Tourism, Culture and Sport; however municipal approaches that achieve or exceed the same objectives may also be used. Significance may already be identified and inventoried by official sources or the significance of built heritage resources or cultural heritage landscapes may be determined after evaluation”<sup>24</sup>.

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<sup>22</sup> PPS 2014: 20.

<sup>23</sup> PPS 2014: 29.

An HCD Study is a method of identifying and inventorying cultural heritage resources. Designation of an HCD in the St. George-Grosvenor Study Area would serve to conserve significant built heritage resources and significant cultural landscapes and provide a mechanism to review the appropriateness of development and site alteration on lands adjacent to an HCD.

**Section 3.1** of the PPS addresses natural hazards by protecting public health and safety, Policy 3.1.1 requires that new development be directed outside of natural hazard lands. The Study Area includes areas identified in the Official Plan as having potential for natural hazards. These areas include flood zones, riverine erosion hazards and steep slopes. The majority of lands within the Study Area have already been developed; however, any new development will need to be directed outside of these areas to be consistent with the PPS.

Designation of an HCD and the creation of an HCD Plan and Guidelines is a tool for the City of London to meet the goals of the above mentioned sections of the PPS.

#### **4.1.4 The Ontario Heritage Act**

The *Ontario Heritage Act* is directly concerned with heritage conservation within Ontario and serves to give municipalities and the provincial government powers to conserve Ontario's heritage. The *Ontario Heritage Act* has provisions for conservation of heritage at the individual property level, as an HCD or through easements. The *Ontario Heritage Act* is administered by the Ministry of Tourism, Culture and Sport (MTCS). It is primarily focused on protecting heritage properties and archaeological sites.

Protections under the *Ontario Heritage Act* can help ensure that an evaluation of cultural heritage value or interest can be completed and that a municipality has time to make decisions about mitigation or the value of retaining the cultural heritage resource.

A variety of different types of protections are identified within the *Ontario Heritage Act* each with their own requirements, designation and appeals process. Designations under the *Ontario Heritage Act* include:

- Heritage easements on the property through the Ontario Heritage Trust under Part II Section 10 of the *Ontario Heritage Act*;
- Listing a property on a municipal heritage register under Part IV Section 27 of the *Ontario Heritage Act*;
- Designation of an individual property under Part IV Section 29 of the *Ontario Heritage Act* by Municipal Council;
- Designation of an individual property under Part IV Section 34.5 of the *Ontario Heritage Act* by the Minister of Tourism, Culture and Sport;
- Municipal easement on a property under Part IV Section 37 of the *Ontario Heritage Act*;
- Designation of an HCD under Part V of the *Ontario Heritage Act*; and,

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<sup>24</sup> PPS 2014: 49.

- Designation of a property for archaeological significance under Part VI Section 52 of the *Ontario Heritage Act* by the Minister of Tourism, Culture and Sport.

A municipality may establish a Municipal Heritage Committee to advise and assist the Council on matters relating to the *Ontario Heritage Act* and other such heritage matters as the Council may specify in a by-law or Terms of Reference for the Municipal Heritage Committee (*Ontario Heritage Act* Section 28). In London, the London Advisory Committee on Heritage (LACH) is the Municipal Heritage Committee.

HCDs are designated under Part V of the *Ontario Heritage Act* and require the adoption by by-law of the council of a municipality provided that sufficient provisions have been included in the municipality's Official Plan.

“An HCD may comprise an area with a group or complex of buildings, or a larger area with many buildings and properties. It may also comprise an entire municipality with a concentration of heritage resources with special character or historical associations that distinguishes it from its surroundings.... The significance of an HCD often extends beyond its built heritage, structures, streets, landscape and other physical and spatial elements, to include important vistas and views between and toward buildings and spaces within the district. The quality and interest of a district may also depend on the diversity of the lifestyle and the traditions of the people who live and work there”.<sup>25</sup>

The identification of heritage attributes and the completion of research to support a Statement of Cultural Heritage Value or Interest for an HCD are completed in an HCD Study. The *Ontario Heritage Act* outlines elements that an HCD Study must include, such as:

- Examine the character and appearance of the area that is the subject of the study, including buildings, structures and other property features of the area, to determine if the area should be conserved as an HCD;
- Examine and make recommendations as to the geographic boundaries of the Study Area;
- Consider and make recommendations as to the objectives of the designation and the content of the HCD Plan required under Section 41 (1) of the *Ontario Heritage Act*; and,
- Make recommendations as to any changes that will be required to the official plan and to any municipal bylaws, including any zoning bylaws (Section 40 (1) (2) of the *Ontario Heritage Act*).

There are no prescribed provincial criteria in the evaluation of a potential HCD. Many municipalities have established their own criteria to assist in the evaluation of the cultural heritage value or interest of an HCD. The City of London has criteria that Municipal Council must consider in the designation of an HCD in section 13.3.1 of the City's *Official Plan* (see section 4.4.2 below, page 42 for the City's criteria).

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<sup>25</sup> Ministry of Culture 2006a: 5

Provided that a municipality has the necessary enabling provisions within its *Official Plan*, it may designate by by-law the area defined as an HCD and adopt an HCD Plan to guide its change management. The *Ontario Heritage Act* requires an HCD Plan to include:

- A statement of objectives to be achieved in designating the area as an HCD;
- A statement explaining the cultural heritage value or interest of the HCD;
- A description of the heritage attributes of the HCD and of properties in the HCD;
- Policy statements, guidelines and procedures for achieving the stated objectives and managing change in the HCD; and,
- A description of alterations or classes of alterations that are minor in nature and that the owner of a property in the HCD may carry out or permit to be carried out on any part of the property, other than the interior of any structure or building on the property, without obtaining municipal consent (*Ontario Heritage Act* Section 41.1(5)).

The requirement of statutory public meetings must also be satisfied before an HCD may be designated (*Ontario Heritage Act*, Section 41.1(6)). An objection to the designation of an HCD may be appealed to the Ontario Municipal Board within 30 days of notice of intention to designate served to property owners and published in a local newspaper (*Ontario Heritage Act* Section 41(4)). The final decision of the Ontario Municipal Board is binding.

A property that is individually designated (pursuant to Part IV, Section 29 of the *Ontario Heritage Act*) may be included within an HCD. The policies of the HCD Plan would prevail with respect to alterations or interventions on the exterior of the property; interior alterations or interventions, if applicable, would remain under the authority of the individual designation. Additionally, in the event of a conflict between the HCD Plan and another municipal by-law that affects the HCD, the HCD Plan shall prevail to the extent of the conflict (*Ontario Heritage Act* Section 42.1(2)).

No owner of property located within an HCD may alter, without obtaining the applicable permission of the designating municipality, or permit the alteration, of any part of the property (with the exception of the interior of any structure or building on the property), or erect, demolish or remove any building or structure on the property or permit the erection, demolition or removal of such a building or structure (*Ontario Heritage Act* Section 41(1)). It is the responsibility of the municipality to ensure those classes of alterations not requiring (or requiring) Heritage Alteration Permits are sufficiently defined within the HCD Plan. The decision of the Council of a municipality or its delegate regarding a Heritage Alteration Permit application must be received within 90 days; Council may consent to the application, consent with conditions, or refuse the application (*Ontario Heritage Act* Section 42(4)). A Municipal Heritage Committee may be consulted in this process. Property owners have the ability to object to or appeal the refusal or the terms and conditions of a Heritage Alteration Permit. Property owners with property designated pursuant to Part V, Section 41 of the *Ontario Heritage Act* may appeal the refusal.

#### **4.1.5 The Conservation Authorities Act**

In Ontario, conservation authorities are public sector organizations with the specific mandate to that develop and deliver resource management programs that safeguard watersheds. They are governed by the *Conservation Authorities Act, R.S.O. 1990, c. C.27*, which is administered by the Ministry of Natural Resources and Forestry. Conservation Authorities may make regulations on lands they own regarding construction, reconstruction, erection or placing of a building or structure and may make regulations over changes to buildings or structures that will have the effect of changing the use or potential use of the building or structure. Conservation Authorities may also make regulations about development on hazardous lands under their jurisdiction. Regulations made by a Conservation Authority may impact property designated under the *Ontario Heritage Act*, however in the event of a conflict the *Ontario Heritage Act* prevails. A large section of the Study Area is land under the jurisdiction of the Upper Thames River Conservation Authority (UTRCA).

#### **4.1.6 The Ontario Building Code**

Under Ontario Building Code (OBC), the *Ontario Heritage Act* is considered applicable law. In particular, the Chief Building Official cannot issue a permit if it is contrary to applicable law (Section 8 (2) and Section 10(2)) and can issue a conditional permit that does not meet the OBC if it meets applicable law and OBC requirements (Section 8 (3)). In the case of properties protected under the *Ontario Heritage Act* the Chief Building Official cannot grant a demolition permit if the property is protected under the *Ontario Heritage Act* and can grant a conditional building permit for alterations or renovations to a property protected under the *Ontario Heritage Act* if the work covered under the conditional building permit is consistent with the heritage conservation of the property.

Ultimately, the OBC recognizes that the provisions of the *Ontario Heritage Act* as applicable law, including the *Ontario Heritage Act* sections relating to HCDs.

## **4.2 LONDON HERITAGE CONSERVATION POLICY AND PLANNING CONTEXT**

The City of London has a number of plans and policies that address cultural heritage resources and/or apply to the Study Area, including: the *Strategic Plan for the City of London 2015-2019*; the *Official Plan (1989)*, *The London Plan (Draft)*, the *City of London Zoning By-law (Z-1, 2011)*, the *London Archaeological Master Plan (1996)*, the *London Cultural Prosperity Plan (2013)*, the *Thames Valley Corridor Plan (2011)*, London's *Transportation Master Plan Smart Moves 2030 (2013)*; *The Bicycle Master Plan (2005)*, the *London Parks and Recreation Strategic Master Plan (2009)*, the *Richmond Street Corridor Study (1994)*, the *Grosvenor Gate Neighbourhood Character Statement and Compatibility Guidelines* and the *Site Plan Control By-law*; all of which were examined as a part of The St. George-Grosvenor HCD Study.

### ***London Advisory Committee on Heritage***

The London Advisory Committee on Heritage (LACH) is London's Municipal Heritage Committee established under Section 28 of the *Ontario Heritage Act*. LACH provides recommendations, advice and information to Municipal Council on specialized matters relating to cultural heritage in the City of London. The LACH is intended to guide the city through the conservation of its cultural heritage in planning, education and stewardship. LACH facilitates public input into Municipal Council programs and works to enhance the quality of life of the community. LACH reports to Municipal Council through the Planning and Environment Committee.

### ***Heritage Planners***

At the time when this Study was prepared the City of London had two Heritage Planners in the Planning - Urban Regeneration division of the city to develop policies to ensure protection of the cultural heritage resources in the city, administer the City's heritage programs, manage the capital budgets of 13 municipally owned heritage properties, provide professional advice to Municipal Council and LACH and be a public resource of heritage matters for residents. Heritage planning which includes anything related to the *Ontario Heritage Act* or the *Planning Act* are administered by the City's Heritage Planners. The Heritage Planners also support the work of the LACH. The Heritage Planners process over 40 Heritage Alteration Permit applications each year, a number of applications that is estimated to rise.

Other aspects of heritage in the city including commemorations, public art and museums are administered by the City of London Culture Office.

## **4.2.1 City of London Cultural Heritage Policy**

The City of London created a *Strategic Plan* to steer the City between 2015 and 2019 and to establish the City's. Within the document there are several references made to the importance of heritage conservation. The Building a Sustainable City Section of the *Strategic Plan* looks to, "*protect and promote London's Thames Heritage River status and protect and celebrate London's heritage for current and future generations*"<sup>26</sup> and the Growing Our Economy Section of the *Strategic Plan* looks to, "*invest more in heritage restoration, brownfield remediation, urban regeneration, and community improvement projects through community improvement plans and the London Plan*"<sup>27</sup>. The goals of the *Strategic Plan* are largely implemented through the creation of other plans, studies, policies and documents that further explore these goals.

The *Official Plan* (1989) describes the City's strengths as being, "our people, heritage, diverse economy, strategic location, land and resources" and one of the City's main goals is to "define and strengthen the city's unique identity"<sup>28</sup>. The OP promotes the maintenance and enhancement of natural, cultural and built heritage resources. HCDs contribute to the achievement of the heritage,

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<sup>26</sup> City of London, 2015a: 14.

<sup>27</sup> City of London 2015a: 17.

<sup>28</sup> City of London. 1989: Section 2.1.2.

urban design and creative city goals outlined in section 2.14.1, 2.14.2 and 2.15.1 of the OP. The heritage goal of the OP (Section 2.14.1) is “to promote the conservation of the City’s historical, architectural, archaeological, cultural and natural heritage resources and to enhance the contribution of these resources to the form and character of the City”

The OP contains a series of goals that are particularly relevant for HCD Studies:

Section 2.14.3, strategies to pursue heritage goals:

- i) identify heritage resources and establish priorities for their protection and acquisition;
- ii) promote public awareness of heritage resources and values, and encourage owner interest in the protection and improvement of identified heritage resources through the involvement of the London Advisory Committee on Heritage;
- iii) implement and maintain the City of London *Archaeological Master Plan*; and,
- iv) incorporate heritage resource identification and impact evaluation into the preparation and review of secondary plans and major development proposals within the urban area.

Section 2.14.4, strategies to pursue urban design goals:

- ii) prepare urban design guidelines that are appropriate for the City of London. Where appropriate, these guidelines may be specific to the various communities that comprise the municipality.

Section 2.15.2, strategies to pursue creative city goals:

- iv) support the retention of London's unique neighbourhoods;
- vii) promote the retention, rehabilitation and reuse of our built heritage resources; and,
- viii) preserve and enhance our natural heritage resources.

Designation of an HCD serves to meet these goals through the process of conducting an HCD study and developing and implementing an HCD plan and guidelines.

Through policies in the OP, the City of London has established specific criteria for the determination of an HCD (Section 13.3.1). The factors to be considered by Municipal Council include:

- a) The association of the area with a particular historical event or era that is unique to the community;
- b) The presence of properties which are considered significant to the community as a result of their location or setting;
- c) The presence of properties representing a design or method of construction which is considered to be of cultural heritage value or interest to the community, region, province, or nation;
- d) The presence of properties which collectively represent a certain aspect of the development of the City which is worthy of maintaining; and,
- e) The presence of physical, environmental, or aesthetic elements which, individually, may not constitute sufficient grounds for the designation of an HCD, but which collectively are significant to the community.

Further to these criteria, after an HCD has been created, the erection, alteration, demolition, or removal of buildings or structures within the HCD will be subject to provisions of the *Ontario Heritage Act* and any HCD plan. Section 13.3.4 states that after "a

Heritage Conservation District has been designated by Council, Council may amend the Zoning By-law to control new development and redevelopment so that it is in keeping with the scale, form, and character of existing development in the area.”

Section 13.3.6 of the OP establishes policies specifically regulating HCDs. According to these policies, the character of the HCD shall be maintained by encouraging the retention of existing structures and landscape features. The policies also state that the design of new development should complement the prevailing character of the area and that the guidelines and intent of any HCD Plan shall be regarded. Moreover, development on adjacent lands is encouraged to be sensitive to the characteristics of the HCD.

Regarding archaeological resources, policies have been included in the OP that facilitate efforts to preserve and excavate archaeological resources. Changes to the *Ontario Heritage Act* in 2005 and the 2014 update to the *Provincial Policy Statement* regarding archaeology will be addressed in *The London Plan* (Draft 2016) and in the review of the *Archaeological Master Plan* (ongoing, 2016).

The *City of London Archaeological Master Plan* ([AMP] 1996) is a Guideline Document to the OP and demonstrates a commitment to the City’s archaeological heritage. The AMP is intended to ensure the identification, evaluation and conservation of archaeological resources in London through effective long-range planning. Development applications are reviewed by planning staff against the AMP and archaeological assessments may be required based on the archaeological potential model in the AMP. The AMP is being updated in 2016.

The *Cultural Prosperity Plan* ([CPP] 2013) provides a collective vision and direction for culture in London. One of the many aspects of the City’s culture, historic architecture, tells the City’s unique story and contributes to its identity.<sup>29</sup> The CPP states that more should be done to preserve, enhance, and promote these important cultural assets and that London’s extensive built heritage assets should be promoted strategically to build greater recognition that the City has one of Canada’s most significant inventories of heritage buildings.<sup>30</sup> The CPP identifies neighborhoods as drivers of the City’s cultural identity and one of the places where Londoners experience culture most often.<sup>31</sup> The CPP establishes a strategic direction to leverage London’s cultural assets that include:

- Develop a strategy to promote the adaptive re-use of existing built heritage assets;
- Ensure maintenance, revitalization, and funding of municipal heritage structures and facilities are a municipal priority;
- Develop a strategy for Emergency Management / Risk Standards to be carried out for City of London owned historic buildings and properties;
- Engage the community in the advancement of community heritage conservation; and,
- Develop a heritage conservation strategy.<sup>32</sup>

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<sup>29</sup> City of London, 2013: 44.

<sup>30</sup> City of London, 2013: 32.

<sup>31</sup> City of London, 2013: 45.

<sup>32</sup> City of London, 2013: 34.

All lands within the City of London are deemed to be a Site Plan Control Area under the provisions of the *Planning Act*. The Site Plan Control By-Law as consolidated in September 2015 is used in the City of London to regulate environmental concerns and compliance with setback, scale, and form of development. Site Plan applications are required for all development proposals in the City of London, with the exception of single detached houses, semi-detached dwellings and duplex dwellings (or any additions/alterations thereto).

Section 2 of the Site Plan Control By-law sets out policies to help guide the massing and conceptual design of new development. Section, 2.3.1b, addresses community identity and suggests achieving this identity by making public views more evident or interesting by giving access to vantage points and maintaining views of churches, heritage buildings, bodies of water, distant hills, open spaces and bridges. 2.1.3c states that buildings should where possible reinforce the prevailing street pattern. Section 2.4e of the Site Plan Control By-law addresses the form of new structures immediately adjacent to heritage buildings stating that new structures should respect existing patterns and details such as height, rhythm of buildings on the street, roof slopes and shapes and the rhythm and proportion of building openings. Section 2.4e states that the developer should consider compatibility of materials, textures and colours; unique architectural details and understate architectural details rather than duplicate.

The municipal policy and planning framework reveals intent to support cultural heritage conservation within the City of London. The *Strategic Plan* identified heritage as an important part of the character of London communities. The *Official Plan* has a number of policies pursuing heritage goals including the identification of cultural heritage resources, retention of unique neighbourhoods and the promotion of public awareness about the City's cultural heritage resources; and has policy tools allowing the designation of HCDs. The *Archaeological Master Plan* is intended to ensure the identification, evaluation and conservation of archaeological resources. The *Cultural Prosperity Plan* identifies the City's historic architecture as a significant contributing factor to the city's identity and expresses intent to preserve, enhance and promote historic architecture an important cultural asset for the city. The City's Site Plan Control By-law sets out policy ensuring new development addresses community identity and respects heritage buildings.

#### **4.2.2 City of London Natural Heritage and Natural Hazards Policy**

Gibbons Park and the Thames River valley contain areas of natural heritage significance and include areas of natural hazards in the Study Area. There are a number of natural heritage features identified within the Study Area including: woodlands, significant corridors, wetlands; and, the "big-picture" meta-cores and meta-corridors. Natural heritage features within the Study Area (Map 4.1 page 46), run along the border of the Thames River. Section 15.4 of the OP addresses natural heritage features. Preservation of significant natural heritage features and avoidance of natural hazard areas for development are important goals in the City's OP.

The Study Area is partially covered by land under the jurisdiction of the Upper Thames River Conservation Authority (UTRCA). The UTRCA has authority over lands within its regulation limit in the Study Area which is the maximum extent of the riverine hazard limit (Map 4.1 page 46), plus a 15 metre allowance and wetland boundaries including an area of interference (30 or 120 metres) adjacent to all wetlands. Within the regulation limit, site alteration and development is subject to approval or conditional approval by the

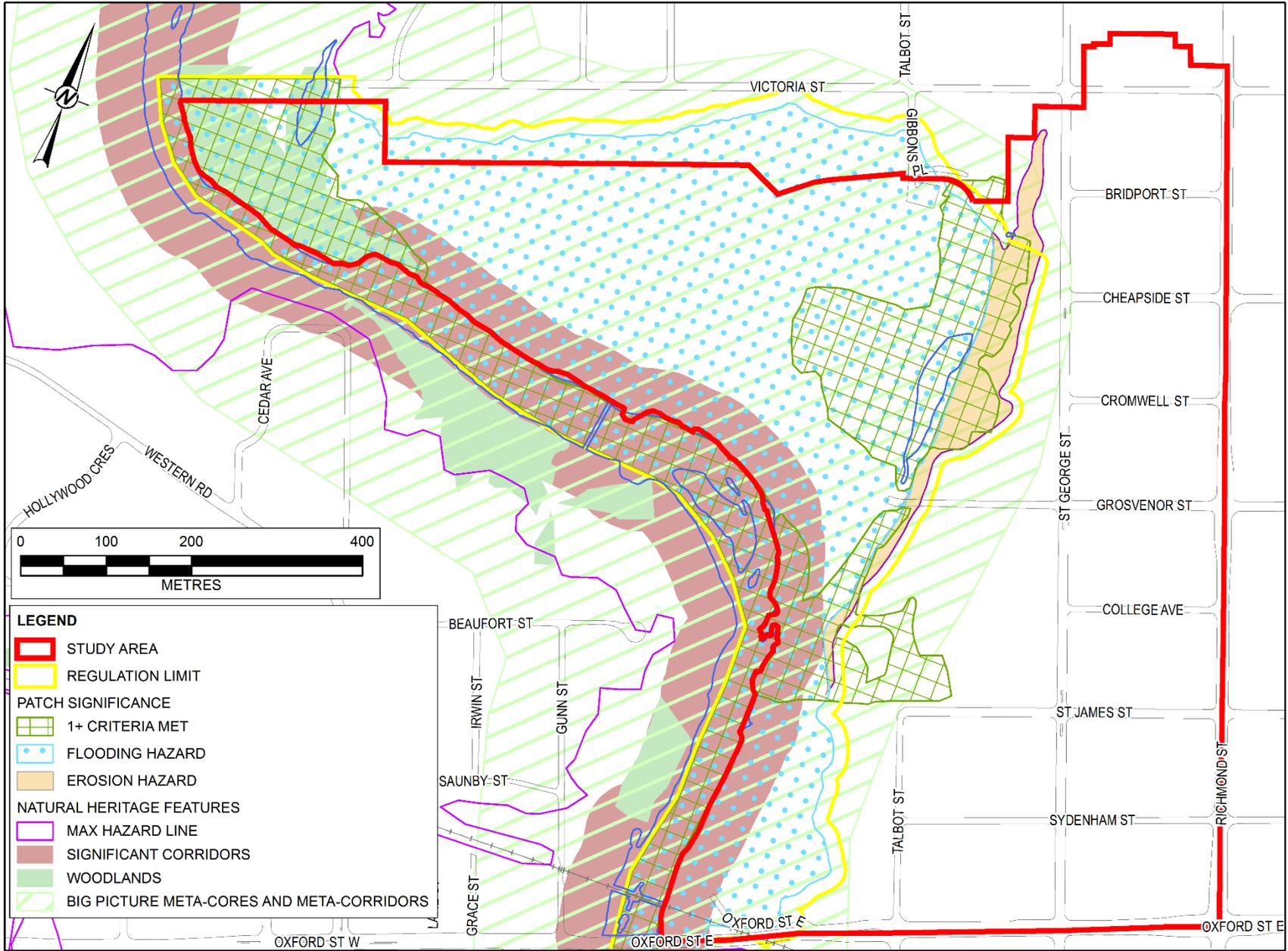
Conservation Authority and by approval from the City Engineer. The UTRCA is concerned with protecting life and property from risk associated with natural hazards and the protection of the environment from development or site alteration in natural hazard areas.<sup>33</sup> UTRCA riverine flooding hazard policies allow the construction of replacement structures that include buildings and structures that have been designated as architecturally or historically important and that have been (recently) demolished or destroyed. Replacement structures may not be built on remnant foundations and must meet servicing requirements outlined by the UTRCA.<sup>34</sup>

The protection of natural heritage features, avoidance of natural hazards, and compliance with UTRCA regulations around natural hazards for development within the Study Area are items for consideration in the potential designation of an HCD in the Study Area.

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<sup>33</sup> UTRCA, 2006: 2-2

<sup>34</sup> UTRCA. 2006: 4-4



**Map 4.1: Natural Heritage Features around the Study Area**

### 4.2.3 St. George-Grosvenor HCD Study Area Planning Context

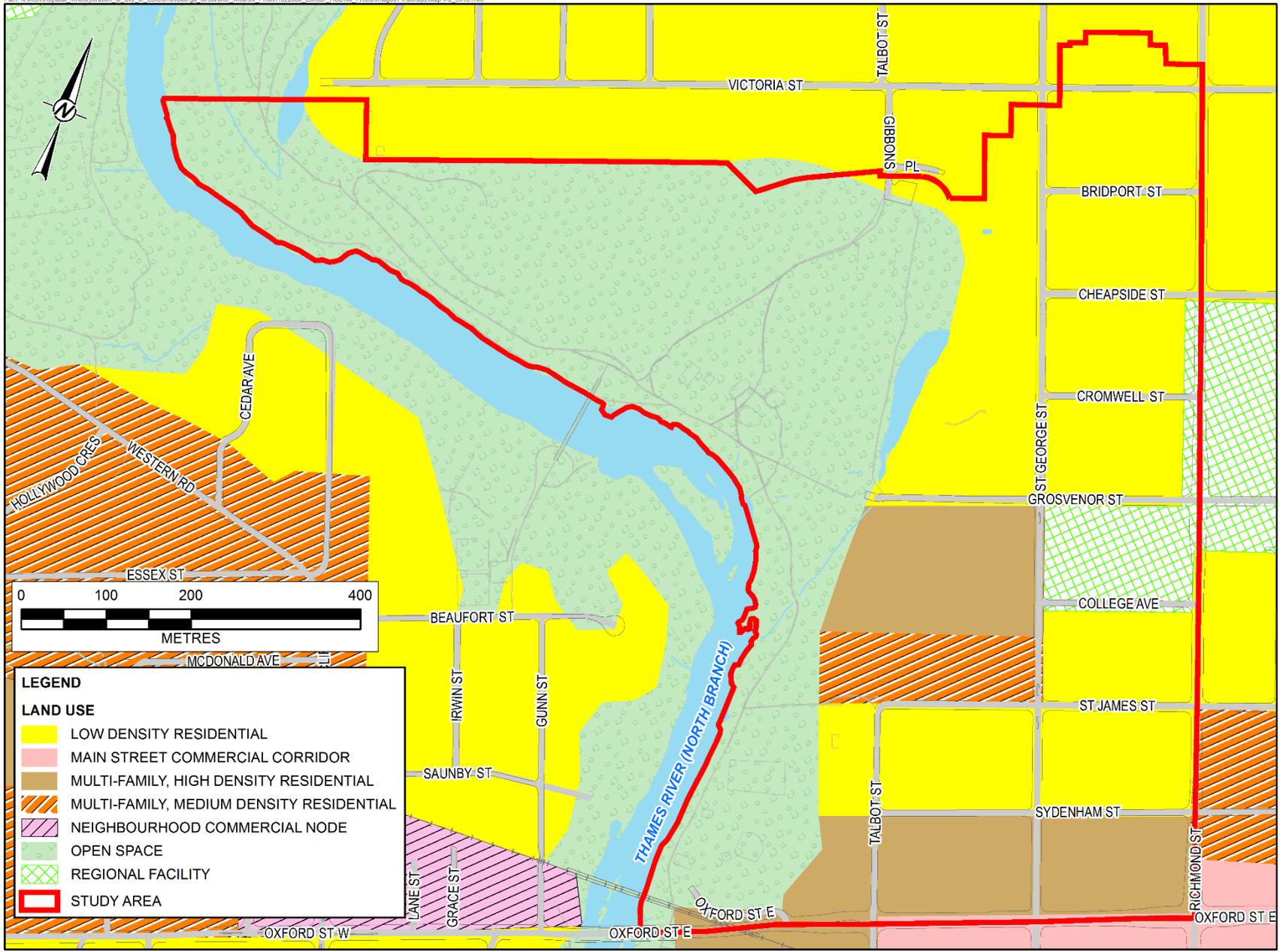
The OP, the Zoning By-Law, several other plans and guidelines provide specific direction for planning in the Study Area and reveal a planning framework that has shaped the recent history of the Study Area.

#### **Official Plan**

The OP identifies a variety of land uses within the Study Area (see Map 4.2 page 48). There are several residential designations, a Regional Facility and Open Space designations in the Study Area. Most of the Study Area is Open Space, followed by large sections of Low Density Residential land uses and some medium and high density land uses. One of the objectives of the Low Density Residential designation (Section 3.1.2) is to enhance the character and amenities of residential areas by directing higher intensity uses to where existing land uses are not adversely affected. Open Space land use is limited to non-intensive uses such as: public and private spaces like parks and areas desirable for preservation of the space in a natural state. This is often applied to floodplains or land that is susceptible to natural hazards (Section 8A.2). Public access to Open Spaces is to be provided where possible so long as such access will not have a negative effect on ecological functions. Public access to shorelines of the Thames River is encouraged where there is no danger to public safety and where natural features and ecological functions can be protected.

Section 3.5.3 of the OP outlines the site specific policies for the St. George/Grosvenor Neighbourhood which is bounded by Waterloo Street on the east, Oxford Street East on the south, the Thames River on the west, and Victoria Street on the north. The intent for this neighbourhood is to remain predominantly low density, low-rise residential.

- i) On the north side of Oxford Street East, between the Thames River and Waterloo Street and on Richmond Street, between Oxford Street East and Sydenham Street permitted uses include multi-family, high density residential and medium-rise office development.
- ii) On the north side of St. James Street between St. George Street and the Thames River multi-family, medium density residential development is permitted. It is anticipated that most development proposed in this area will be conversions of residential uses but there may also be some redevelopment to new medium density residential dwellings.
- iii) Office conversions are permitted within the area along Richmond Street, between Grosvenor Street and Oxford Street, and along Oxford Street, between the Thames River and Adelaide Street. The properties along the west side of Richmond Street, between Grosvenor and Cromwell, may be temporarily converted to offices to accommodate the transitional needs of St. Joseph's Health Centre during the reconstruction of St. Mary's Hospital, and those conversions shall be permitted by way of a temporary use by-law. Office conversions are not permitted in any other areas within the St. George/Grosvenor Neighbourhood. Lands within the area bounded by St. George Street on the east, St. James Street on the south, the Thames River on the west, and Grosvenor Street on the North are subject to the *Grosvenor Gate Neighbourhood Character Statement and Compatibility Guidelines*.



Map 4.2: Land Use map around Study Area

The St. George-Grosvenor HCD Study Area and the St. George/Grosvenor Neighbourhood boundaries, as defined in the OP, are not identical; the HCD Study Area is the western half of the St. George/Grosvenor Neighbourhood area and the Study Area includes several properties north of Victoria Street outside of the St. George/Grosvenor Neighbourhood boundary. The St. George/Grosvenor Neighbourhood also includes part of the Bishop Helmuth HCD. Specific policies in the OP for Multi-Family, High Density Residential, Multi-Family, Medium Density Residential and Office Conversions in the St. George/Grosvenor Neighbourhood apply to parts of the Study Area.

### **Zoning**

A review of the Zoning By-law identified several zones, including many site-specific zones, in the Study Area (Map 4.3 page 51). These zones implement the policies of the OP. The zones found in and immediately surrounding the Study Area demonstrates the planning program that has shaped the recent development of the Study Area. Zoning within the Study Area is under Open Space, Residential, Regional Facility, Office Residential, Office Conversion, Restricted Office and several Holding Zones.

Gibbons Park and areas along the Thames River are zoned as Open Space (4). This zone is restricted to low impact recreational facilities and is subject to the *Conservation Authorities Act*. Buildings and structures in Gibbons Park, in the London Life Recreation Grounds and one property on Oxford Street East are subject to this zone.

The majority of the properties in the Study Area are under low density residential zones permitting single detached homes, duplex, triplex and four-plex dwellings. This zoning serves to maintain the character of the area by limiting opportunities for larger buildings out of scale with the context of the area and promotes the retention of and infill with buildings of similar scale to existing buildings in the area. Medium and high density residential zones are found along Oxford Street East and in the block between St. James Street, Grosvenor Street, and St. George Street. Many of these properties have later 20<sup>th</sup> century and 21<sup>st</sup> century buildings on them with greater height and higher density than buildings on the surrounding streets in the Study Area.

The Study Area contains the Mount Hope Centre for Long Term Care, which is zoned as a Regional Facility. The Regional Facility and medium and high density residential zones in the block between Grosvenor Street and St. James Street effectively cut the Study Area in half, separating the low density residential areas from each other in terms of use and form.

The eastern section of Oxford Street East and the southern section of Richmond Street in the Study Area are Office Conversion, Office Residential and Restricted Office zones. These zones and temporary office conversion zones along Richmond Street support the hospital and long term care facility areas in and around the Study Area by permitting medical office uses. These more commercial uses are a departure from most of the zoning in the Study Area and fall along the major roads bounding the Study Area. Office Conversion aims to retain the residential built form while allowing commercial use. Office Residential may have a more commercial built form but requires residential use along with commercial use maintaining a residential character to the zone. The Restricted Office zone allows commercial activity in residential areas. These zones allow varied use of properties along the

Richmond Street and Oxford Street East corridors in the Study Area but support the primarily residential character of the broader area and serve as a buffer between more intense commercial zones to the south. Commercial and office uses are only permitted along Oxford Street East and Richmond Street within the Study Area.

### ***Thames Valley Corridor Plan***

The *Thames Valley Corridor Plan* (TVCP) was approved by Municipal Council in 2012 and was established to enhance recreational opportunities and preserve heritage assets and a large section of the Study Area, along the Thames River, is within the scope of the TVCP. The TVCP is the City's planning document that supports the Thames River Canadian Heritage River designation and aims to preserve and enhance natural features and cultural heritage.<sup>35</sup> Protection of the cultural heritage resources in the Thames River valley within the Study Area through tools such as designation of an HCD, is compatible with the goals of the TVCP.

### ***Smart Moves London 2030***

The City of London's Transportation Master Plan *Smart Moves London 2030* (TMP) is a guiding document and has identified a number of corridor sections that require study before transportation improvements are made because of their particular environment including a section of Richmond Street between Oxford Street East and Huron Street that falls within the Study Area. It is necessary to resolve local conditions where the right-of-way is "constrained by its inherent narrowness, by the presence of mature trees, unique heritage, or other distinct urban character"<sup>36</sup>. Transportation improvements on Richmond Street and Oxford Street East (Map 4.4 page 52) may impact the Study Area. Richmond Street in the Study Area has been identified as a corridor that would benefit from "Optimization/Transit Priority" and Oxford Street East would benefit from widening for Bus Rapid Transit (BRT) support.

"Optimization/Transit Priority" routes are constrained because the existing built form limits opportunities for road widening. Along Richmond Street, within the Study Area, there are three proposed queue-jump lanes for the BRT route as part of optimization. The TMP specifically states that the intersection of Oxford Street East and Richmond Street should have high priority for improvements.<sup>37</sup> A queue-jump lane is proposed at the intersection of Talbot Street and Oxford Street and the TMP identifies Oxford Street East along the Study Area as an intended location for road widening to support BRT.<sup>38</sup>

*Smart Moves London 2030* demonstrates a transportation planning framework that will involve changes to the streets including the boulevards and sidewalks on the edges of, and will include improvements that may change how traffic moves through, the Study Area. Road improvements under the TMP could conflict with a potential HCD in the Study Area. In order to mitigate potential conflict a potential HCD Plan and Guidelines should consider future road improvements along Richmond Street and Oxford Street East.

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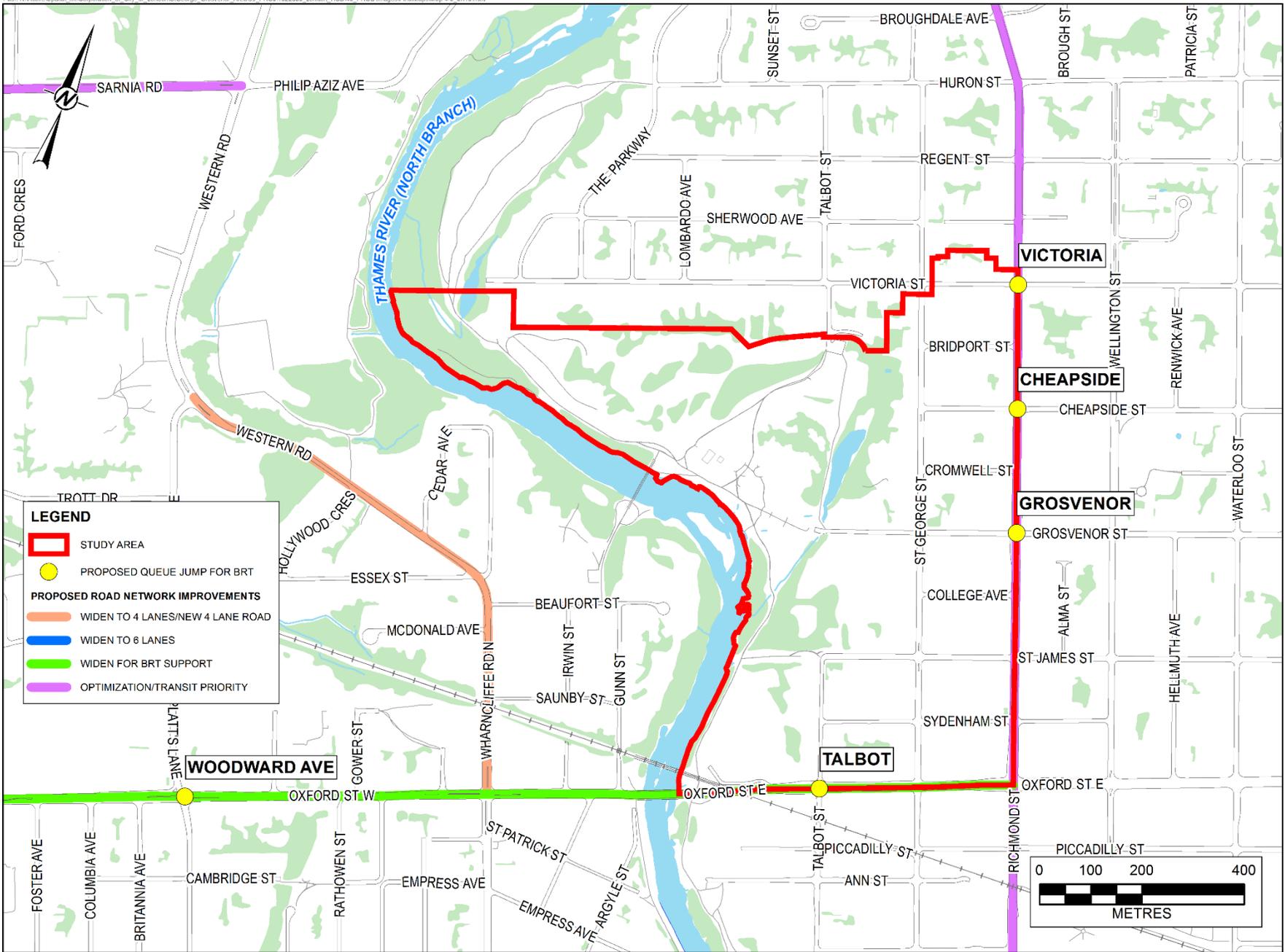
<sup>35</sup> Dillon Consulting Limited, 2011: 2-3.

<sup>36</sup> AECOM, 2013: 2-6.

<sup>37</sup> AECOM, 2013: 3-10.

<sup>38</sup> AECOM, 2013: 3-32.





Map 4.4: Baseline Road Network improvements and proposed Queue Jump Lanes to support Bus Rapid Transit within the Study Area.

### ***Richmond Street Corridor Study***

The *Richmond Street Corridor Study* (1994) was authored by the Planning Division of the City of London to provide Municipal Council with a document that describes the planning process and rationale underlying OP policies for the Richmond Street Corridor and examined land uses and density along the corridor. The corridor for the purposes of *Richmond Street Corridor Study* is defined as lands fronting Richmond Street, between Oxford Street East and the North Branch of the Thames River.

The *Richmond Street Corridor Study* identified Richmond Street as a gateway to Western University and to the downtown and stated that the Richmond Street Corridor must be “appropriately planned to portray and present a desirable image of London to those entering the City.”<sup>39</sup>

Along the Study Area the *Richmond Street Corridor Study* found that Richmond Street is mix of residential, commercial and institutional uses; with many single-family detached homes which have been converted to office uses and multiple residential units, an apartment complex and institutions including the St. Joseph’s Health Centre and St. Mary’s Hospital complex. The *Richmond Street Corridor Study* examined cultural heritage resources along the Richmond Street Corridor and found that 22% of the building stock along the Richmond Street Corridor had some level of cultural heritage value.<sup>40</sup> The *Richmond Street Corridor Study* also found that a section of the Richmond Street Corridor, the west side of the street between Oxford Street East and Victoria Street, had been identified in *Heritage Places* as part of a potential HCD. The *Richmond Street Corridor Study* found that the cultural heritage resources along Richmond Street, while individually valuable, do not collectively meet the criteria set out in Section 13 of the OP for HCDs and that individual preservation of heritage resources along the Richmond Street Corridor is the more appropriate method of preservation.<sup>41</sup>

### ***Grosvenor Gate Neighbourhood Character Statement and Compatibility Guidelines***

The *Grosvenor Gate Neighbourhood Character Statement and Compatibility Guidelines* (2012) are applicable to a small portion of the Study Area. The lands are bounded by Grosvenor Street to the north, St. James Street to the south, St. George Street to the east and the Thames River on the west (Map 4.5 page 54); they apply to 1 and 9 Grosvenor Street; 291, 295 and 301 St. George Street; 124, 140 and 150 St. James Street.

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<sup>39</sup> City of London 1994b: 22.

<sup>40</sup> City of London 1994b: 17-19.

<sup>41</sup> City of London 1994b:20. This evaluation was based on 1994 evaluation criteria and approaches and does not necessarily reflect a contemporary understanding of potential cultural heritage value or interest.

The *Grosvenor Gate Neighbourhood Character Statement and Compatibility Guidelines* were developed in response to two severance applications to create Sites A, B, and C (as shown in Map 4.5 page 54) to facilitate future development of the subject lands. The *Grosvenor Gate Neighbourhood Character Statement and Compatibility Guidelines* are intended to provide direction for future development proposals within the subject area. Public site plan review is also applicable to all development applications within the subject area.

Site design, building design and landscape design guidelines are intended to maintain the architectural character of the neighbourhood and serve to integrate new development into the existing streetscapes and neighbourhood.<sup>42</sup>



**Map 4.5:** Properties within the Study Area subject to the Grosvenor Gate Neighbourhood Character Statement and Compatibility Guidelines.

<sup>42</sup> City of London, 2012: 15.

## **Summary**

The planning and policy framework of the City of London, with implications for Study Area, is consistent with planning aimed at maintaining the Study Area as a low density residential area and supports the spatial arrangement of low density residential land use that has been the result of the Study Areas historic development. The planning framework along Oxford Street East, Richmond Street, the Mount Hope Centre for Long Term Care and the Grosvenor Gate complex is different than the rest of the Study Area. Oxford Street East is intended to evolve as a transit route and an area of medium and high density residential and commercial/office space. The planning framework further demonstrates that Richmond Street is intended to support more transit and commercial activity. Planning policy for Richmond Street intends the historic built form and low density residential appearance of the street to be maintained while allowing other uses and supporting municipal transit and intensification objectives. Patterns in planning and policy documents reveal a division in the Study Area centred on the Mount Hope Centre for Long Term Care and the Grosvenor Gate complex adjacent to Gibbons Park. These areas allow more intense residential use and include a regional facility. These properties are subject to different planning goals than the low density residential areas to the north and south.

## **4.3 HERITAGE PLANNING AND CONSERVATION TOOLS AND INCENTIVES**

### **4.3.1 Heritage Alteration Permit System**

In accordance with Section 42(1) of the *Ontario Heritage Act*, any change to property within an HCD may require a Heritage Alteration Permit. The intent of this provision is to ensure that change is managed in a sympathetic and contextual manner that does not negatively impact cultural heritage resources, but complements and enhances the cultural heritage value of an HCD. The City of London has a Heritage Alteration Permit system that applies to any property designated under the *Ontario Heritage Act*.

A Heritage Alteration Permit does not replace the necessity of a Building Permit under the Ontario Building Code. In some circumstances, both a Building Permit and a Heritage Alteration Permit may be required. The City of London requires that a Heritage Alteration Permit be acquired prior to the commencement of alterations, construction, or intervention. A Building Permit will not be issued without first having Heritage Alteration Permit.

### **4.3.2 Delegated Authority By-law**

Under Sections 33 (15) and 42 (16) of the *Ontario Heritage Act*, the council of a municipality may delegate by by-law its power to grant permits for the alteration of protected heritage property. The City of London has a By-law (By-law No. C.P.-1502-129) to delegate the authority of Municipal Council, in the matter of granting permits for alterations to heritage designated properties protected under Part IV and Part V of the *Ontario Heritage Act*, to the City Planner. The delegated authority by-law is intended to streamline the Heritage Alteration Permit process.

When the LACH is consulted this approach to Delegated Authority is consistent with the opinion of the Ministry of Tourism, Culture and Sport regarding application of delegated authority under Section 33. of the *Ontario Heritage Act*.

#### **4.6.4 Heritage Funding and Grants**

The City of London may provide funding, grants or tax exemptions for cultural heritage conservation purposes. Other funding streams are also available for heritage conservation or for community improvement projects which may conserve or promote an area's heritage. The following are funds and grants available in London that may be used for heritage conservation and promotion.

##### **Heritage Community Improvement Plan**

The Heritage Community Improvement Plan seeks to address some of the financial impacts of heritage preservation by offering incentives that promote building rehabilitation in conjunction with new development. Incentives include a Tax Increment Grant and a Development Charges Equivalent Grant. These grants help offset costs associated with heritage preservation and are intended to promote preservation and adaptive reuse of heritage buildings.

##### **London Endowment Fund for Heritage**

The London Endowment Fund for Heritage is administered by the London Community Foundation. The London Endowment Fund for Heritage was established by the City of London in 1993. The LACH evaluates applications to the London Endowment Fund for Heritage and allocates grants annually.

Grants from the London Endowment Fund for Heritage are available to a variety of different heritage projects, including: archaeological heritage, architectural heritage, cultural landscapes, movable heritage, and natural heritage. Projects considered for architectural heritage must conserve, restore, reconstruct, and/or repair the heritage attributes of a protected cultural heritage resource. A property must be designated under Part IV or V of the *Ontario Heritage Act* to access funding under the architectural heritage category of the London Endowment Fund for Heritage.

##### **SPARKS! Neighbourhood Matching Fund**

The SPARKS! Neighbourhood Matching Fund provides opportunities for Londoners to initiate projects in their neighbourhoods and can include applications that work to create neighbourhood identity, host themed community gatherings and to hold neighbourhood beautification events. This matching fund could be used by a community organization in an HCD to celebrate the HCD's special character.

### **London Region Branch of the Architectural Conservancy of Ontario**

The London Region branch of the Architectural Conservancy of Ontario (ACO) provides small grants to property owners to assist with the restoration of their heritage properties.

### **Community Heritage Investment Program**

Administered by the London Heritage Council and funded by the City of London, the Community Heritage Investment Program (CHIP) provides project-based funding for not-for-profit heritage and cultural organizations and individuals. Funding through this program emphasizes public awareness and increased access to high quality experiences and activities in London's heritage and cultural sector, which supports initiatives and events that foster heritage and culture in London. Previous recipients include the Banting House National Historic Site of Canada and the Friends of Brick Street Cemetery. CHIP funding is intended for heritage projects and does not apply to restoration of private homes.



*Image 4.1: Winter view of 335 St. George Street, 2015*

## 5.0 COMMUNITY & STAKEHOLDER CONSULTATION

Community and stakeholder consultation is an important aspect of an HCD study. Consultation serves two purposes: to inform the community about the project and potential implications of HCD designation, and to gather, questions, ideas and concerns about the Study Area and about designation. Consultation involved public meetings, meetings with specific stakeholder groups as well as a survey.

### 5.1 CONSULTATION ACTIVITIES TO DATE

The community and stakeholder consultation program for the St. George Grosvenor HCD Study involved:

- Community Information Meetings on May 20, 2015, November 4, 2015, and June 28, 2016;
- Meetings with the St. George Grosvenor HCD Steering Committee on May 5, 2015, May 20, 2015, October 26, 2015, and June 16, 2016.

#### 5.1.1 Steering Committee Input

The St. George-Grosvenor HCD Steering Committee developed suggestions for potential HCD boundaries at their October 26, 2015 meeting, these boundaries are illustrated on Map 5.1 on page 63.

#### 5.1.2 Community Information Meetings

Three Community Information Meetings were held as part of the St. George – Grosvenor HCD Study. All three meetings were held in the Vitali Student Lounge, King’s University College at 266 Epworth Avenue.

The first Community Information Meeting was held on May 20, 2015. This was attended by approximately 50 residents and property owners (43 members of the public officially signed in). The meeting was intended to introduce the concept of a potential HCD in St. George-Grosvenor and to introduce the Study Team to the community. In general there was support for the St. George-Grosvenor HCD Study and little negative feedback or input regarding the St. George-Grosvenor HCD Study and its potential implementation.

This Community Information Meeting was an open house and included a presentation by the Study Team, workshop/discussion about the St. George-Grosvenor HCD Study and a question and answer period. Comments and questions from this meeting included inquiries about the implications of HCD designation for the St. George-Grosvenor Study Area, why an HCD is important, why the neighbourhood needs to be designated or does not need to be designated, how the boundaries for the Study Area were identified and what designation guidelines and regulations could mean for property owners. A summary of questions and comments from this Community Information Meeting is included in Volume III, Appendix D of the St. George-Grosvenor HCD Study. The first Community

Information Meeting also involved an opportunity for attendees to draw on maps of the Study Area to express their opinions about where HCD boundaries could be and to fill out a survey to offer feedback about a potential HCD in the Study Area. A consolidated map, Map 5.2 on page 64, illustrates community suggestions on potential HCD boundaries based on the Community Information Meeting drawings and input from the questionnaire.

A second Community Information Meeting was held on November 4, 2015. This meeting was attended by approximately 50 members of the public (42 members of the public officially signed in). This meeting included the following presentations:

- “St. George-Grosvenor Birthplace of Institutions, by Mark Tovey;
- “Heritage Conservation Districts” by Wes Kinghorn, Chair of LACH, and
- “St. George-Grosvenor Heritage Conservation District Study Update” an update on the HCD Study and information on heritage and planning tools for conserving cultural heritage resources, by Dr. Marcus Létourneau from the Study Team.

Comments and questions from this meeting revolved around clarification about what an HCD might mean for property owners in a new HCD, how guidelines and rules would apply for home improvements, how an HCD might affect city planning initiatives for the area, if an HCD would change Gibbons Park, what potential boundaries would be and how they are arrived at, what HCD designation would mean for new development in the Study Area and how long an HCD takes to become approved. Comments included suggestions that a potential HCD be named for Gibbons Park.

A third Community Information Meeting was held on June 28, 2016. This meeting was attended by approximately 42 members of the public (32 members of the public officially signed in). This meeting presented the draft St. George–Grosvenor HCD Study to the community. The meeting involved opportunities for the community to view posters illustrating key points from the St. George–Grosvenor HCD Study, a presentation outlining the St. George–Grosvenor HCD Study, and an opportunity for questions and comments. Comments and questions from this meeting expressed community concerns and uncertainty about boundaries for the HCDs, benefits of HCDs and implications the designation of HCDs may have for property owners.

### **5.1.3 Survey**

A survey was circulated at the first Community Information Meeting and was hosted online through Survey Monkey between May 20, 2015 and June 30, 2015. A copy of this survey is included in Volume III Appendix E. The survey was an opportunity to solicit written input to the HCD Study. The survey was also an opportunity for community members to provide feedback on boundaries, identify special characteristics of the neighbourhood and express concerns about designation. There were 19 responses to this survey that reflect individual and group responses. All of the responses came from people who own or rent property in the Study Area. During the Community Information Meeting several groups of people worked together to develop boundary suggestions and fill out surveys as a group. Most of the feedback from the survey occurred during the first Community Information Meeting.

Surveys reveal that community members identify the Study Area using variations of the name “St. George-Grosvenor” and “Gibbons Park” and “Old North”. The survey revealed what respondents felt is different or unique about this Study Area; what elements, features or attributes define the Study Area and what merits protection, including:

- Gibbons Park, open space, green space and natural environment;
- Natural heritage of the area, mature trees, good landscaping;
- Historic architecture, eclectic mix of architectural styles, historic homes;
- Laneways, large lots, integrity and scale of the streetscape, space;
- A sense of history in the area; and,
- The residential nature of the neighbourhood, close to but separate from commercial areas.

When asked if the Study Area merits designation as an HCD, 18 surveys responded with 83% in favour. Concerns or issues identified timing for completion, the amount of government control over private property, how restrictions could constrain property owners, and developments along Richmond Street. Four surveys agreed with the Study Area boundaries as proposed, two proposed removing properties from the Study Area and thirteen proposed extending the boundaries. Map 5.2 illustrates all boundary suggestions articulated at the Community Information Meeting and in the surveys.

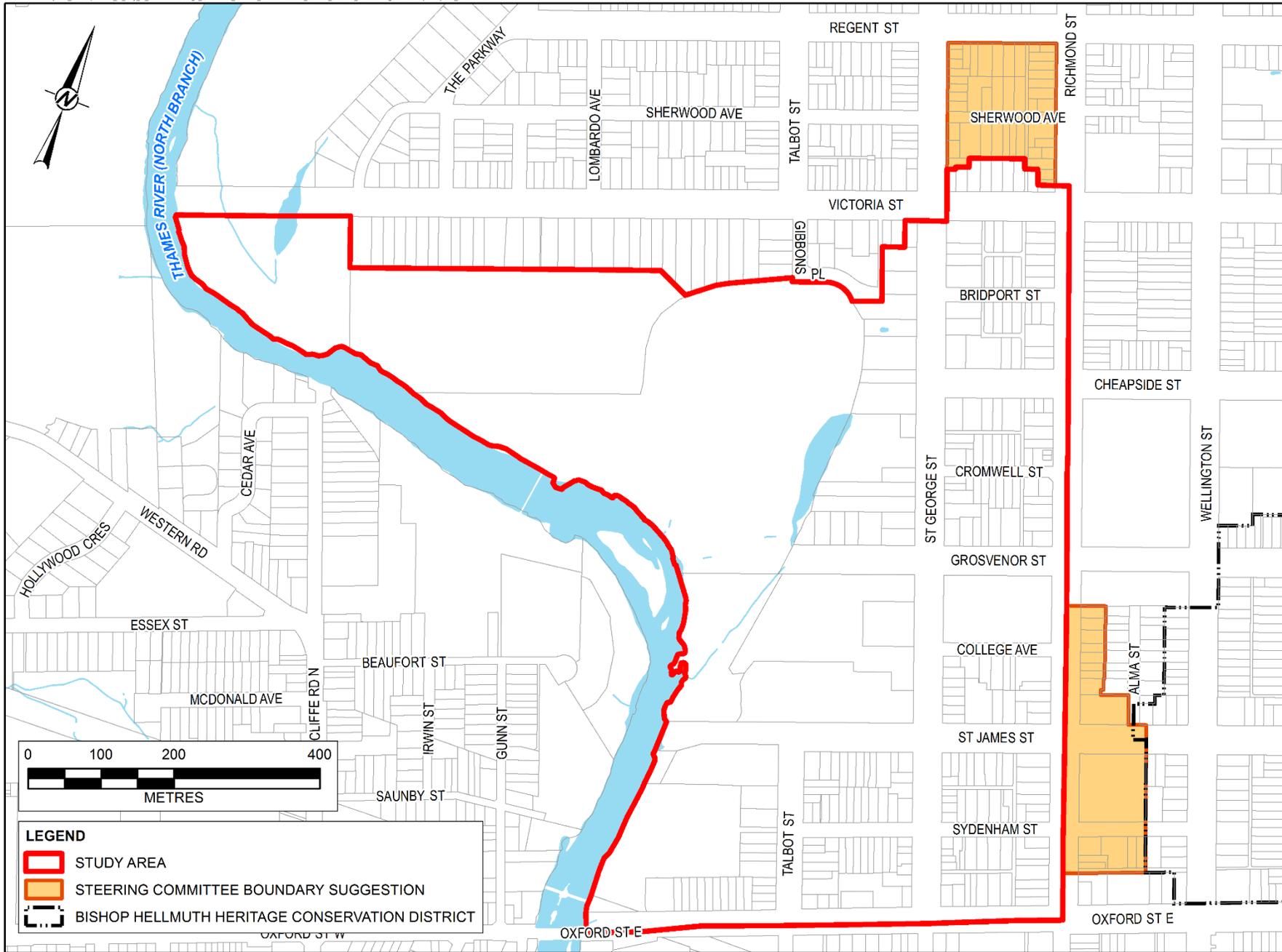
## **5.2 COMMUNITY & STAKEHOLDER CONSULTATION FINDINGS**

Community and stakeholder consultation identified support for an HCD within the Study Area. Community members were concerned about details around implementation of an HCD plan and where boundaries should be located. Most of the community input revealed a desire to expand the boundaries of the Study Area beyond those prescribed by the City at the outset of the St. George-Grosvenor HCD Study. Consultation identified a strong connection between Gibbons Park and the surrounding area. Consultation also identified intent to protect green spaces, mature vegetation, traditional design in the built form, rear lanes and existing large lot sizes. Consultation identified concerns about inappropriate development and infill in certain parts of the Study Area, including concerns about commercial development along Oxford Street East and office conversions on Richmond Street. Some community members expressed concerns about potential restrictive regulations surrounding what they may or may not be allowed to do with their properties should an HCD be designated. Most of the feedback from the community consultation was in support of designating an HCD or HCDs in the Study Area.

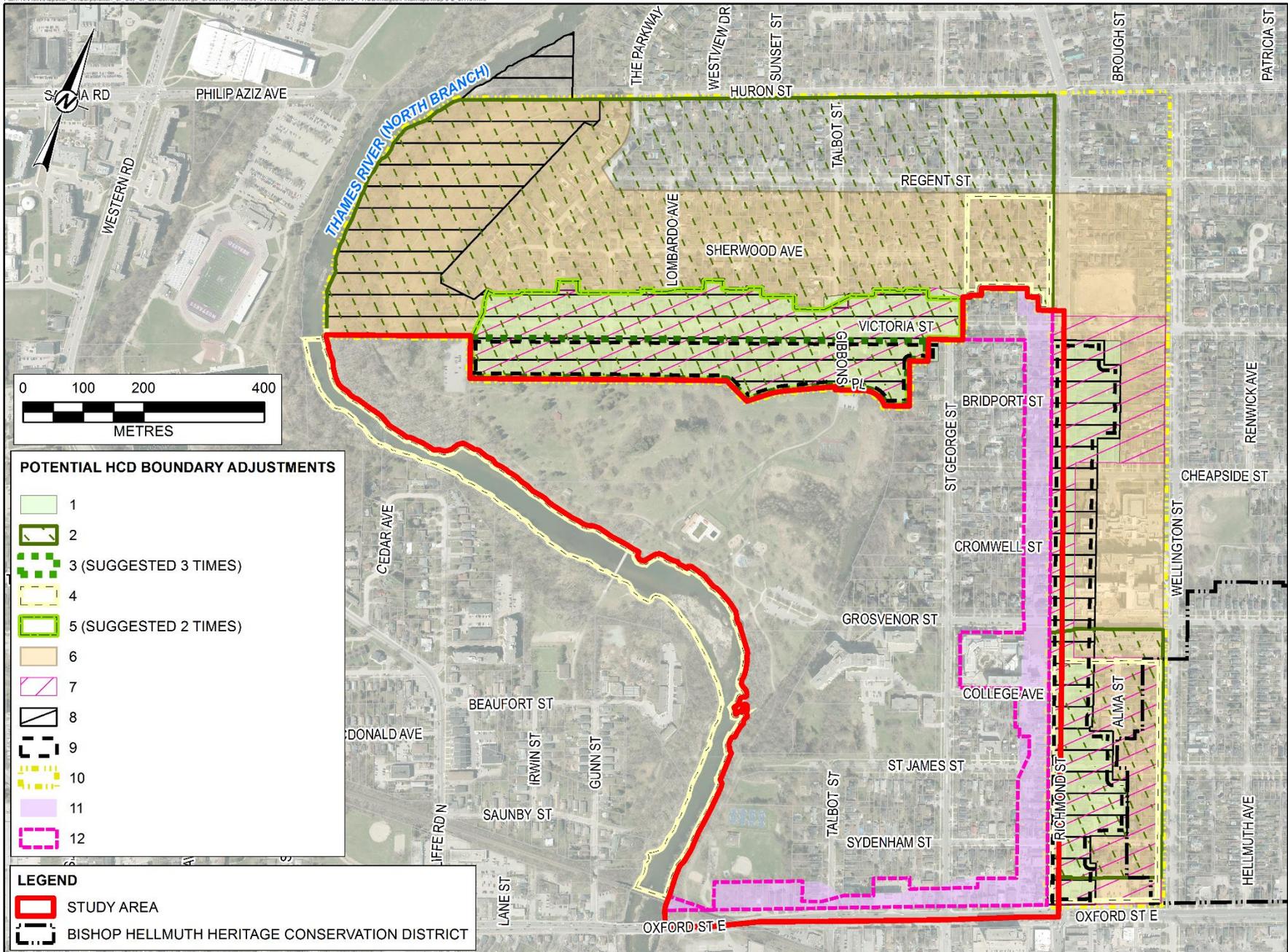
Feedback from the community at and after the third Community Information Meeting (June 28, 2016) indicates a desire by many community members to include the west side of Richmond Street and the north side of Oxford Street East, excluding 140 Oxford Street East in an HCD. Community members expressed a desire to include the properties located at 124, 140 and 150 St. James Street and 291, 295 and 301 St. George Street and 9 Grosvenor Street within an HCD, while the owner of these properties, that were

once Rough Park and Huron College, expressed a desire to not have these properties within an HCD or to be individually designated under Part IV of the *Ontario Heritage Act*.

Community feedback from the third Community Information Meeting reiterated the strong attachment members of the community have to the natural areas in Gibbons Park and along the Thames Valley Parkway through the Study Area. The community also articulated the importance of laneways to the historic sense of place the Study Area has.



**Map 5.1:** St. George-Grosvenor HCD boundary suggestions from the St. George-Grosvenor HCD Steering Committee from October 26, 2015 suggesting expansion of the Study Area north of Victoria Street and east of Richmond Street to butt up against the Bishop Hellmuth HCD.



Map 5.2: Community suggestions for potential HCD boundaries from May 20, 2015



*Image 5.1. Willow trees in Gibbons Park, 2015*

## 6.0 STUDY AREA BUILT FORM AND LANDSCAPE

Heritage Conservation Districts are typically distinct in that they are readily recognizable and distinguishable from surrounding areas. The legibility, or the ease in which people can read and define an HCD, is largely influenced by its layout, the form of the built environment and features of the landscape. The Study Team undertook several site visits at various times throughout the course of this HCD Study to document and consider these features in the Study Area.

The Study Area contains residential, institutional and commercial buildings and streetscape features, trees and other vegetation in various stages of maturity, Gibbons Park and the Thames River; features that are used to assess if the Study Area is recognizable and distinguishable from surrounding areas. This description of approaches, the spatial arrangement of, the built form of, the natural features of, views and vistas and landmarks describes the Study Area for further assessment as an HCD.

### 6.1 APPROACHES

Approaches to or from a place are either detectable or undetectable. Approaches that are considered detectable are those which are emphasized by gateways, or other signals, that indicate the space or place is somehow different from adjacent areas. This may be a shift in the built form, land use or scale of a place. Undetectable approaches are entries into an area that are not clearly defined or readily discernible from the surrounding context. Approaches define an area and help to distinguish an area from adjacent areas. This contributes to the analysis of the Study Area as a potential HCD.

As people approach the Study Area travelling north on Richmond Street, St. George Street, and Talbot Street there is a detectable approach into the Study Area at Oxford Street East. The south side of Oxford Street East has a built form that is generally a highly urban environment with purpose-built retail and office buildings, very close to the property line. The north side of Oxford Street East, in the Study Area, has a built form and arrangement of buildings and properties that includes more residential type buildings (though some have been converted to office use) with lawns and streets lined with mature vegetation. The lot size and built form becomes more intimate with smaller lots and buildings north of Oxford Street East.

The approach on Richmond Street from the south reveals the change in built form at Oxford Street East at the southeastern corner of the Study Area. However Richmond Street, between Oxford Street East and Victoria Street has a streetscape that is similar on both sides of the street (Image 6.1).

Travelling into the Study Area from the east side of Richmond Street, there is a sense of arrival imparted as people cross the busy Richmond Street Corridor. As people enter into the Study Area along the side streets, there is detectable change as the streets become narrower and more intimate compared to the busy Richmond Street Corridor.

Travelling south into the Study Area at Victoria Street on both Richmond Street and St. George Street is an undetectable approach into the Study Area. The streetscape and the built form are similar north and south of the Study Area, making these streets undetectable approaches.



*Image 6.1: View to the north up Richmond Street near the intersection with Oxford Street East, the Study Area is to the left on the image, 2015*

Travelling along Oxford Street East from the west, there is a physical gateway into the Study Area as a person travels across Norman Bradford Bridge and under the overhead CPR railway crossing, which is a detectable approach. Active railway infrastructure is outside of the jurisdiction of a municipality. However, there is little sense of arrival at this corner of the Study Area. The arrangement of buildings on the street, parking lots, vegetation and built form in the Study Area along this route is similar to other sections of Oxford Street East and Oxford Street West. The approach from the west along Oxford Street East into the Study Area is not detectable except for the overhead CPR railway crossing as a gateway. The approach along Oxford Street East from the east is also not a detectable approach as the built form and streetscape are similar both outside of and within the Study Area along Oxford Street East.

The Gibbons Park Footbridge approach to the Study Area is a detectable approach, a gateway and offers predominant views of Gibbons Park. A person using and experiencing this approach into the Study Area has a pedestrian or cyclists experience travelling at a slower pace than may occur in vehicular approaches to the Study Area. The pedestrian experience provides opportunities for appreciation of the views and vistas into the Study Area.

## 6.2 SPATIAL ARRANGEMENT OF THE STUDY AREA

### 6.2.1 Alignment and Grouping of Buildings

The alignment and grouping of buildings in the Study Area contributes to the identity and sense of place. The streets each tend to have buildings with a consistent setback, massing and form; this establishes an uninterrupted rhythm along the street creating a sense of architectural cohesion and cohesiveness. Buildings that are close to the road create an enclosed and intimate streetscape, while greater distance between buildings and the street allow for broader views and a more open streetscape.

Within the Study Area, the building setbacks are relatively consistent along the individual streets (Image 6.2). Some anomalies exist along Oxford Street East, where parking lots for apartment buildings and offices create gaps within the groups of buildings. Along Oxford Street East

and Richmond Street, many of the once single family homes have been converted into offices, businesses, and, in some cases, into multi-unit residential buildings. In the cases of business, some alterations have been made to properties to accommodate signage, both on the building as well as to allow for free standing signage within the front yards. The alignment and grouping of buildings along Oxford Street East has been the most altered by modern infill.

The block between St. James Street and Grosvenor Street, to the west of St. George Street is another break in the streetscape, where the open lawns and large buildings associated with two apartment blocks and the Grosvenor Club alter the pattern and rhythm of the street. The Mount Hope Centre for Long Term Care also has an impact on the consistency of the streetscape (Image 6.3), as the large institutional building encompasses the entire block between Grosvenor Street, College Avenue, and St. George Street and Richmond Street. These blocks are somewhat incongruent with the rest of the Study Area's built form and pattern.



*Image 6.2: Consistent setbacks and massing along Cromwell Street contribute to a unified streetscape, 2015*

The remainder of the Study Area remains quite consistent in setbacks and typically follow the historical lot proportions/measurements as illustrated in fire insurance plans and other historical mapping. Setbacks along Talbot Street, St. George Street, and Richmond Street are generally quite broad, allowing for large front lawns and gardens, as are those along Victoria Street, Cheapside Street, Grosvenor Street, and St. James Street. Buildings are sited much closer to the road (and subsequently front yards are smaller) along Bridport Street, Cromwell Street, College Avenue, and Sydenham Street. The larger setbacks tend to be in the northern section of the Study Area.



*Image 6.3: The Mount Hope Long Term Care Centre creates a break in the visual continuity and rhythm of the streetscape along the south side of Grosvenor Street, 2015*

Approximate measurements of setbacks in the Study Area based on measurements taken from GIS mapping reveal that many properties have houses built right up to the front property line. Houses along Cromwell Street and Sydenham Street are typically the closest to the edge of the street, often only about 6 metres away from the curb. Houses along Cheapside Street or Talbot Street are often approximately 18 metres from the curb. The London Life Recreation Grounds clubhouse, the apartment buildings and Mount Hope Centre for Long Term Care have the largest setbacks in the Study Area but these are outliers as they are different types of building than most of the single detached homes in the Study Area. The largest setback for a single detached dwelling on the front of its property is at 4 Grosvenor Street at approximately 39 metres from the edge of the street.

The median setback from the property line and street right-of-way is approximately 3 metres and most of the houses throughout the Study Area are relatively close to this distance from front property lines. The median distance of a house to the street edge is approximately 15 metres. Distance from a house to its front property line varies throughout the Study Area but greater distance from

a house to the street edge is found most often in the northern section of the Study Area. Generally homes in the northern section of the Study Area have larger front yards than homes in the southern section of the Study Area. Images 6.4 and 6.5 illustrate different front yard setbacks.



*Image 6.4: Relatively small setback along Sydenham Street, 2015*



*Image 6.5: Relatively large setback along Cheapside Street, 2015*

### **6.2.2 Streetscape, Sidewalks and Laneways**

Streets and roads are integral to transportation and movement, and are conduits through which public life passes; they play a fundamental role in the vitality of communities. They link people and places together and collectively comprise a significant portion of a City's public spaces. For the purposes of the St. George-Grosvenor HCD Study, the components that comprise a streetscape consist of the carriage way or roadway on which vehicles travel; the curb, which separates the roadway and the pedestrian realm of the streetscape; the boulevard, which typically consists of a grass shoulder along the edge of the roadway; and sidewalks.

The Study Area is bounded by Richmond Street to the east and Oxford Street East to the south. Both of these are main arterial roads that are four lanes in width and carry large volumes of traffic. Richmond Street as a major arterial road is visually softened by the broad grassed boulevards and generous setbacks of the built environment, which accommodate street trees and other ornamental vegetation. Oxford Street East is another major arterial road but has a more urban street edge, with the sidewalk directly adjacent to the roadway and relatively small frontages between the street and buildings.

The side streets, or those streets that travel east-west, typically provide a more intimate character than Oxford Street East and Richmond Street. All of these streets have sidewalks, boulevards, and curbs on both sides. The boulevards range from nearly four meters wide along Victoria Street, Cheapside Street, Grosvenor Street, and St. James Street, to narrow boulevards that are less than a meter wide on Bridport Street, Cromwell Street, College Avenue, and Sydenham Street. Most of the side streets that cross Richmond Street, with the exception of Sydenham Street, have a grander sense of arrival, due to the wide carriageway, wide boulevards, large lawns/setbacks, and in many cases large houses facing the streets. The smaller cross streets that divide the blocks including Bridport Street, Cromwell Street, College Avenue, and Sydenham Street are narrower and are more intimate streetscapes. The width of the boulevard greatly influences the appearance of the street (Image 6.6).



*Image 6.6: Streetscape as seen on St. James Street (Left) and Cromwell Street (Right), 2015*

St. George Street has wide boulevards planted with street trees, large lawns, and wide lot sizes. St. George Street also has narrow medians where the road approaches the intersections with the side streets. This creates strong pedestrian crossings and contributes to a more comfortable pedestrian experience.

Talbot Street is the only street without a boulevard between the sidewalk and road, on the west side of the street (Image 6.7). The large lawns and mature vegetation in this area make it a very picturesque and inviting streetscape.

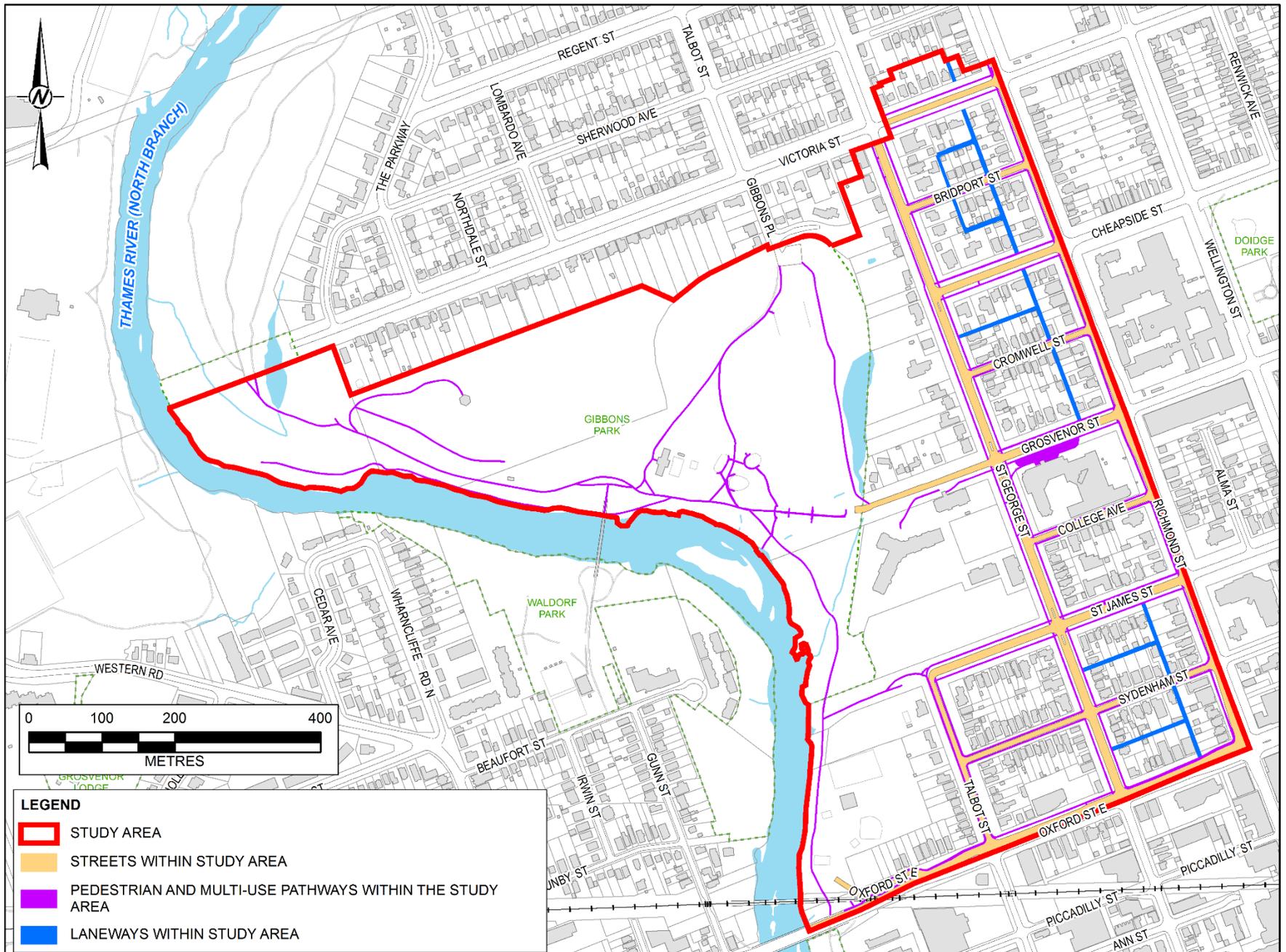
A network of laneways<sup>43</sup> weaves through the small blocks between St. George Street and Richmond Street (Map 6.1). These narrow laneways are intimate spaces and add another layer to the spatial arrangement of the Study Area. These lanes allow for only one car width and are boarded by a mixture of vegetation and fences; some are framed and enclosed with trees from adjacent properties. The majority of the laneways lead to the backyards and parking areas of the adjacent residences.



*Image 6.7: Talbot Street, looking south from St. James Street, 2015*

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<sup>43</sup> The City of London accepts that it owns most public lanes but has never assumed lanes for maintenance except in accordance with the Lane Maintenance Policy By-Law A-6168-43. Information on lane maintenance and policies can be found at <https://www.london.ca/residents/Roads-Transportation/Road-Maintenance/Pages/LanePolicies.aspx> (as of September 2016).



Map 6.1: Streets and Laneways in the Study Area.

## 6.3 BUILT FORM

With its long period of development, the built heritage resources of the Study Area cover a broad span: from the mid-19<sup>th</sup> century Gothic Revival of Thornwood and the Georgian symmetry of the early Ontario cottages to the sophisticated period revivals built between the World Wars. This allows for a variety of architectural expression throughout the Study Area. Generally, the residential dwellings within the Study Area range between one to two-and-a-half storey single family homes. Broader lots and subsequently larger two to two and a half story homes are found along Cheapside Street, Grosvenor Street, St. James Street, Talbot Street and St. George Street. The built form of the Study Area includes this wide variety of architectural influences in the buildings and also includes other features built in the Study Area such as the outbuildings, fences, walkways and driveways. The built elements in the Study Area use a wide variety of materials and express varying textures and surfaces that are strong contributors to the overall sense of place generated in the Study Area. For more details on the architectural expression in the Study Area see Volume IV Appendix F.

### 6.3.1 Architectural Styles and Buildings

The earliest remaining building in the Study Area is Thornwood (329 St. George Street, [Image 6.8]). This building, built in 1852, is an excellent example of mid-nineteenth-century Gothic Revival architecture. This house and the coach house are landmarks in the Study Area due to their history and architectural detail. Only one other example of Gothic Revival influenced architecture is found in the Study Area at 830 Talbot Street. Cottage styles of houses are most common in the earliest developed parts of the Study Area south of St. James Street (Image 6.9). The most popular styles of homes in London in the 1870s and 1880s were the Italianate and Queen Anne Revival styles. However, relatively few of either style are found in the Study Area, even allowing for disappearance and replacement over time and for the fact that some may have been altered obscuring specific architectural influences. This may be correlated to the slow growth of the area during this period.



*Image 6.8: Thornwood (329 St. George Street), view southwest, 2015*

Early in the 20<sup>th</sup> century, before the First World War, suburban growth and development in the Study Area began to flourish. Many older homes were replaced with newer ones and the predominant architectural influence comes from the Edwardian style (Image 6.10). Particularly popular between the World Wars were period revival styles; frequently thought to cater to the need for nostalgic security in a time of global disruption. The two most common styles in Ontario were Tudor Revival and what is variously referred to as Georgian or Colonial Revival (Image 6.11). Both found striking expressions within the Study Area. This period also saw buildings that reflect Arts and Crafts influences (Image 6.12).

Buildings constructed during and after the Second World War consist of infill and modern replacement of earlier buildings in modern styles and materials. The apartment blocks that replaced Huron College in the 1950s were in part the result of a desperate need for new housing after the Second World War. Like other buildings of that period, however, and like the changes to St. Mary's Orphanage in the later twentieth-century, they were not stylistically similar to the residential built form already in place. Since 2000, there has been an increase in demolition and replacement or infill development. Some late 20<sup>th</sup> century and 21<sup>st</sup> century buildings added to the Study Area are large buildings, built to reflect some of the architectural styles from earlier periods found in the Study Area, while a few are compatible in scale and setback but in very modern styles (Image 6.13).

Throughout the Study Area many buildings demonstrate a combination of style elements. In particular the homes built between around 1900 and 1920 reflect the work of architects and builders who were making an eclectic transition between the Queen Anne Revival movement of the 1880s and 1890s and the period revivals of the 1920s and 1930s. Architects and builders were experimenting



*Image 6.9: 126 Sydenham Street, an Ontario Cottage style house, 2015*



*Image 6.10: 835 Richmond Street, Edwardian Classicism, 2015*

with and combining ideas from the Queen Anne Revival, Edwardian Classicism, the Arts and Crafts Movement, the Prairie Style, and the approaching Tudor and Georgian or Colonial Revivals.



**Image 6.12:** 36 Grosvenor Street, Stick (Arts and Crafts) style, 2014



**Image 6.11:** 180 Cheapside Street, Georgian Revival, 2015



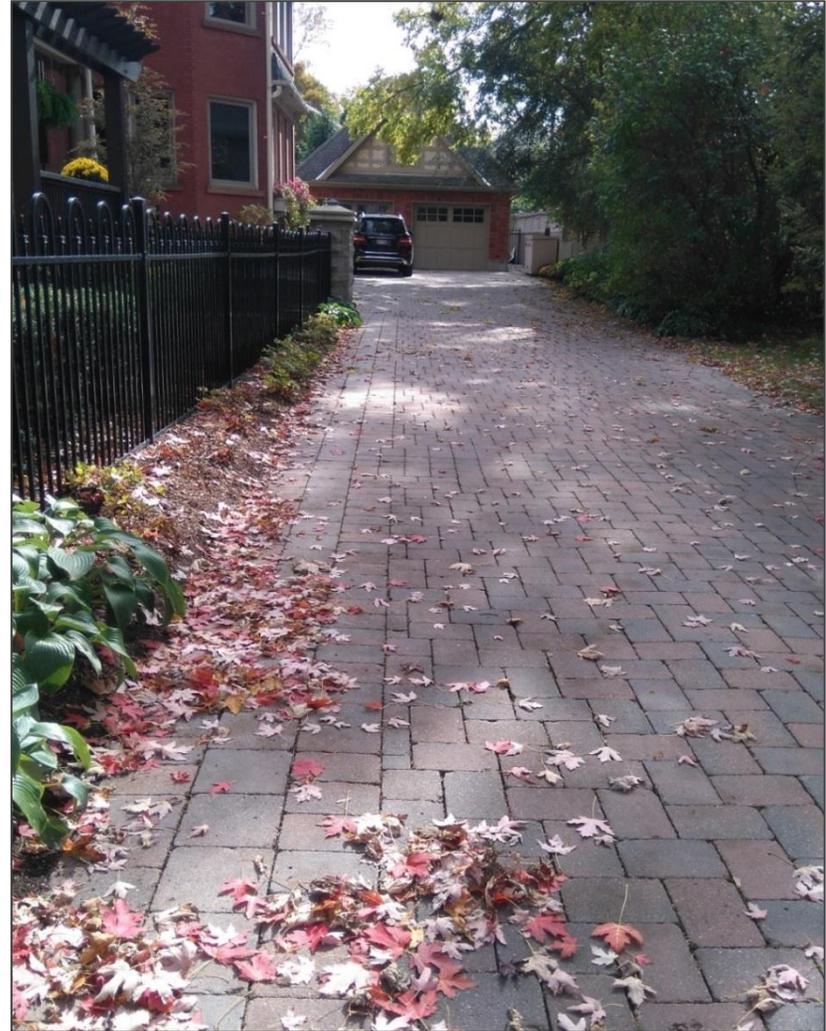
**Image 6.13:** 200 Cromwell Street, a 21<sup>st</sup> century house is distinctly different design than most homes in the Study Area, 2015

### 6.3.2 Materials, Surfaces, and Textures

The buildings in the Study Area are predominantly brick, with numerous frame buildings and many exhibiting various combinations of materials. Wood decoration on buildings is common with a wide variety of designs in the bargeboard, imbrication, half timbering, window opening shapes, brackets and arrangement of building features.

The materials, surfaces and textures used within a landscape are often subtle, but important factors when it comes to the understanding of a site. Depending upon how they are used, materials can connect a streetscape, helping the navigator to understand it, or they can confuse its legibility when too many variations create a cluttered streetscape. The materials, surfaces and textures used within the Study Area are usually of a consistent quality and style, adding a cohesive element to the overall streetscape.

The driveways and walkways on private property within the Study Area are of a variety of materials including gravel, asphalt, concrete, and unit pavers (Image 6.14). Laneways have a gravel surface. The spaces between the residences and streets are predominately lawn and gardens with some decorative elements incorporated to the landscape, such as wrought iron (and faux wrought iron) handrails and fences. Wood fences can also be seen throughout the Study Area, particularly around side and back yards. Stone and brick can also be found as part of fencing pillars, within paving and as other garden accents, such as retaining walls, within the private gardens and yards of the neighbourhood.



*Image 6.14: Numerous materials can be found throughout the Study Area, including unit pavers, 'wrought iron' looking fencing, and stone materials, 2015*

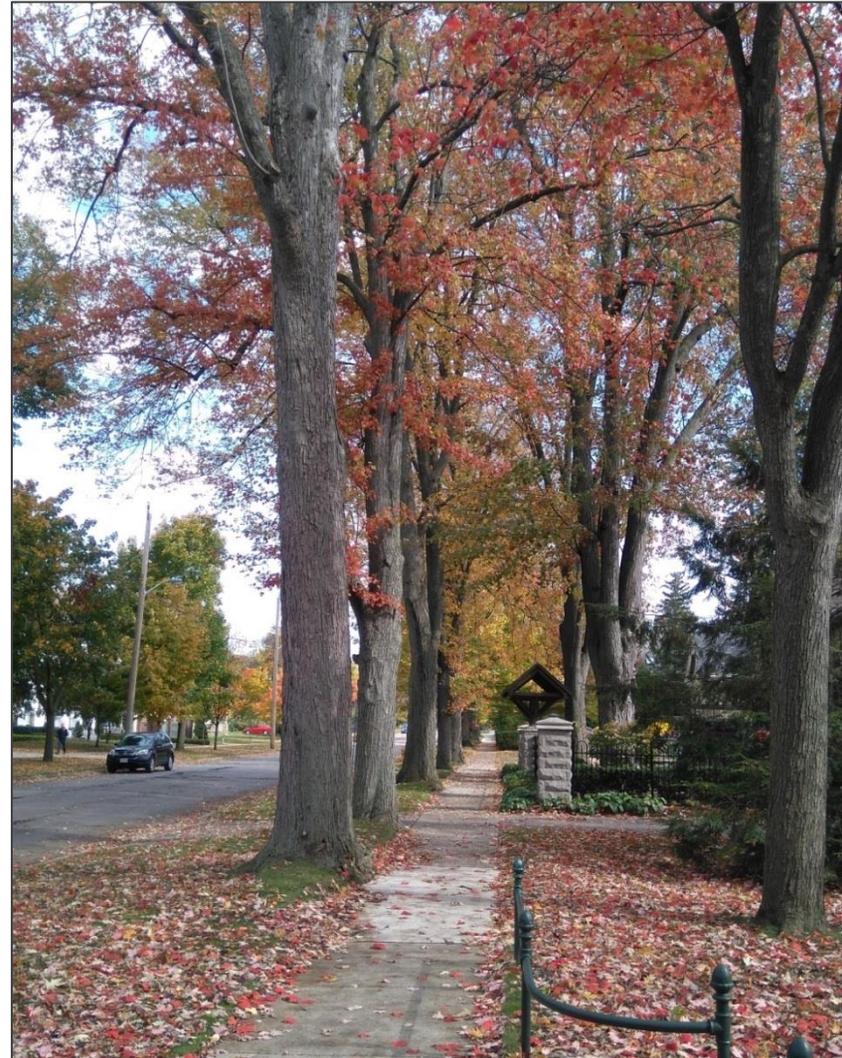
## 6.4 NATURAL FEATURES, PARKS AND OPEN SPACE

### 6.4.1 Mature Vegetation

Mature trees can be a strong defining characteristic of an established area; they can offer scale and visual continuity and provide a strong sense of place and pride in a community. Beyond the visual benefits of trees within our urban environments, trees are vital for carbon sequestration, filtering pollutants and providing oxygen; lowering the heat island effect through shading streets; and slowing evaporation from lawns and gardens.

Within the Study Area there are a number of mature trees on both public and private property. The ample width of the boulevards found on Richmond Street, St. George Street, Victoria Street, Cheapside Street, Grosvenor Street, St. James Street and Talbot Street easily accommodate trees within the public right of way (Image 6.15). The right of way is 40m along most of the main streets with almost 4m wide green boulevards between the sidewalk and curb. This has allowed for a very unique situation where there is room for a double row of tree flanking the sidewalk. While there are some mature trees within the boulevards, there are just as many newly planted or juvenile trees and early-mature trees (Juvenile trees are between 1/3 and 2/3 of expected mature height [Image 6.16]). On streets containing narrow boulevards trees planted on private property contribute to the overall street canopy.

In relation to the canopy coverage, there are very few areas within the Study Area where there is a street that is fully enclosed by a mature canopy. This is due to the presence of overhead utility wires along all of the streets. Many of the mature trees have been pruned to allow clearance around the wires, reducing the broad



*Image 6.15: Silver Maple trees lining Cheapside Street, 2015*

canopies that would typically shade the roadway. In contrast to this are the laneways which are enclosed by vegetation growing with the adjacent side or back yards on private property.

The trees that are visible from the streets are comprised of a variety of species. Within the public realm they are predominately deciduous trees and include silver maple (*Acer saccharinum*), sugar maple (*Acer saccharum*), Norway maple species (*Acer platanoides* sp.), tulip (*Liriodendron tulipifera*), oak species (*Quercus* sp.), and hackberry (*Celtis occidentalis*). Other species noted on private property or property edges included catalpa (*Catalpa speciosa*), eastern hemlock (*Tsuga canadensis*), and beech (*Fagus grandifolia*).

In addition to trees, the front lawns and gardens also contribute to the sense of place within the Study Area. A reoccurring element within the Study Area is the presence of hedges that delineate the edges of private property, whether it is cedar



**Image 6.16:** Newly planted street trees along Victoria Street, 2015

(*Thuja occidentalis*) hedges fully enclosing a side yard, or low boxwood (*Buxus* sp.) hedges edging a front garden.

Over half of the trees located within the Study Area are found within Gibbons Park. Many of the Gibbons Park trees have been planted and cultivated for the purposes of enhancing the scenic quality of Gibbons Park (Image 6.17) and to provide shady places along pathways and within the lawns. Some areas of trees have been left to naturalize. Small woodlots and thickets exist along the Thames Valley Parkway trail system.



**Image 6.17:** Gibbons Park trees, 2015

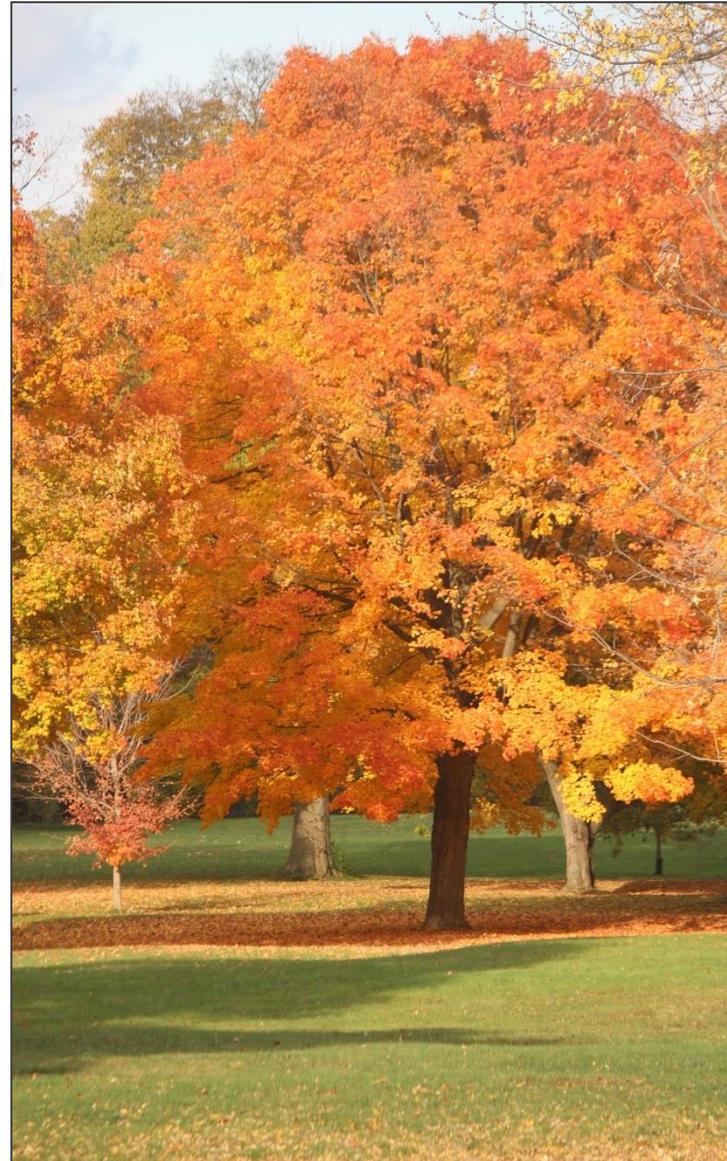
Of particular note within the park are the large willow (*Salix*) trees and poplar (*Populus*) trees that are found within the central area of Gibbons Park.

#### 6.4.2 Parks and Open Space

Gibbons Park physically encompasses almost half of the Study Area's geography, is a greenspace that serves the broader community, contributes to the local community's sense of identity and is a highly valued resource within the local area. Gibbons Park has been operating as a municipal park for over 90 years and still offers the same promise of a lush community green space to the present-day community that it did historically; its verdant lawns bordered by mature deciduous trees provide space for both active and passive recreational activities. Community facilities such as a pool, pavilion, and tennis courts are also present in Gibbons Park.

Gibbons Park is dotted with numerous trees, both within the manicured lawns and within naturalized areas. The historic efforts of beautification and planting trees and shrubs within the park are evident in the park's mature canopy (Image 6.18). The City continues to invest in this legacy, planting new trees for future generations.

Gibbons Park is intertwined with paved trails that connect to the Thames Valley Parkway, a multiuse pathway that spans over 40km. The Gibbons Park Footbridge that connects the community on the west side of the Thames River to Gibbons Park and provides an important linkage to Western University.



**Image 6.18:** Gibbons Park Mature Trees, 2015

### 6.4.3 Thames River

Gibbons Park provides an important connection to the Thames River, which provides a meandering 'S' shaped western edge to the Study Area. The Thames River is a culturally significant place relating to the European history of London, but also to First Nations communities. The Thames River was recognized as a Canadian Heritage River in 2000. The connection to the Thames River within Gibbons Park provides a scenic amenity as well as a physical and visual connection to the broader City, as the Thames River is a defining feature in London's landscape (Image 6.19). The Thames River as a natural feature defines the edge of and shaped the physical development of the Study Area. The Thames River is also an important factor in the development of Gibbons Park.



*Image 6.19: Gibbons Park provides access to the Thames River, 2015*

## 6.5 VIEWSCAPES

Viewscapes serve as the windows to, from, and within the Study Area. Viewscapes are defined in the *Standards and Guidelines for the Conservation of Historic Places in Canada* as the visual relationship between the observer and landscape or landscape feature, and may include scenes, panoramas, visual axes and sight lines. Viewscapes are viewed from a vantage point and may include a foreground, middle ground and background. For the purposes of the St. George-Grosvenor HCD Study, the term 'viewscape' and the abbreviated term 'view' will be used interchangeably.

Views can take on a number of forms; long or short, open or closed, each of which contribute differently to the look and feel of a place. Views to a landmark feature can provide a sense of unity within the surrounding area by providing a central focal point to connect to. Views often serve as one of the heritage attributes of a cultural heritage resource, if it is significant or memorable.

Within the Study Area, the grid pattern formed by the streets influences the views. Linear vistas along the street corridors are the predominant form of views within the Study Area. Across the majority of the streets that run east to west, the topography is generally level, allowing for through views from Richmond Street looking into the Study Area, towards St. George Street. These views are framed with mature vegetation from trees growing on boulevards and within private property. A number of the views along the east-west streets are terminating, meaning that they do not extend, but the visual corridor ends at buildings or vegetation. This occurs along Bridport Street, Cheapside Street, Cromwell Street, and College Avenue, where streets do not continue west past St. George Street. Longer, more extended views occur along Grosvenor Street, St. James Street, and Sydenham Street. These views terminate due to the drop in elevation as the viewer looks west, towards Gibbons Park. Of note, is the view along Grosvenor Street which encompasses the stone entry feature/gates, which were dedicated in 1925 (Image 6.20).

The gently sloped topography of Richmond Street and St. George Street creates very long views along these corridors, which extend the length of the Study Area.

Beyond the streetscapes, there are also the scenic, framed vistas of the narrow laneway system. While they are not highly obvious views, particularly to those experiencing the Study Area in a vehicle, they provide unexpected vistas across the blocks, which provide further visual connections through the Study Area (Image 6.21). Views and approaches through, to and from the Study Area are illustrated on Map 6.2, page 84.

Views into the Study Area also include views from the west side of the Thames River, views from the Gibbons Park Footbridge, the Norman Bradford Bridge, views from the Thames Valley Parkway at the north and south edges of the Study Area, views from and views from the Thames River itself. Unlike views down the streets which contain the vistas within corridors, views from the Thames River and the Gibbons Park Footbridge and Norman Bradford Bridge are sweeping and permit a panoramic view of wide expanses.

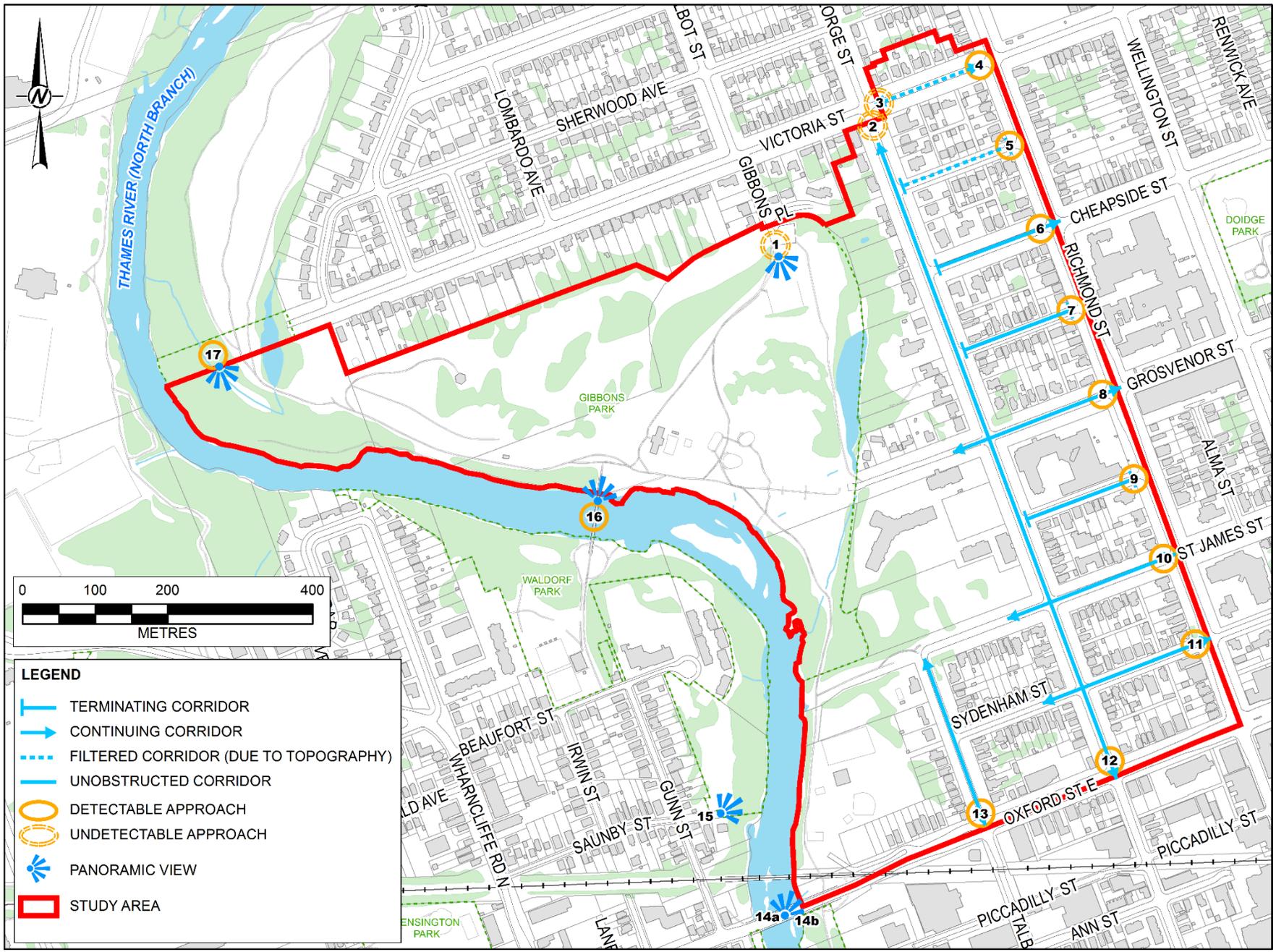


*Image 6.20: The view corridor along Grosvenor Street is punctuated with the Gibbons Park gates, 2015*

This is especially true for viewing Gibbons Park on the pedestrian bridge. Pedestrian views from the Norman Bradford Bridge where Oxford Street East crosses the Thames River afford views into the Study Area to the north. Water craft such as canoe and kayak, when water levels permit, have complete viewscape of the landscape on the east side of the Thames River while going past. The views from the Thames River, recreational paths and bridges are impacted by the season according to whether vegetation is in leaf or not.



*Image 6.21 Laneway looking south towards Bridport Street, from Victoria Street, 2015*



**Map 6.2:** Views and approaches through, to and from the Study Area.

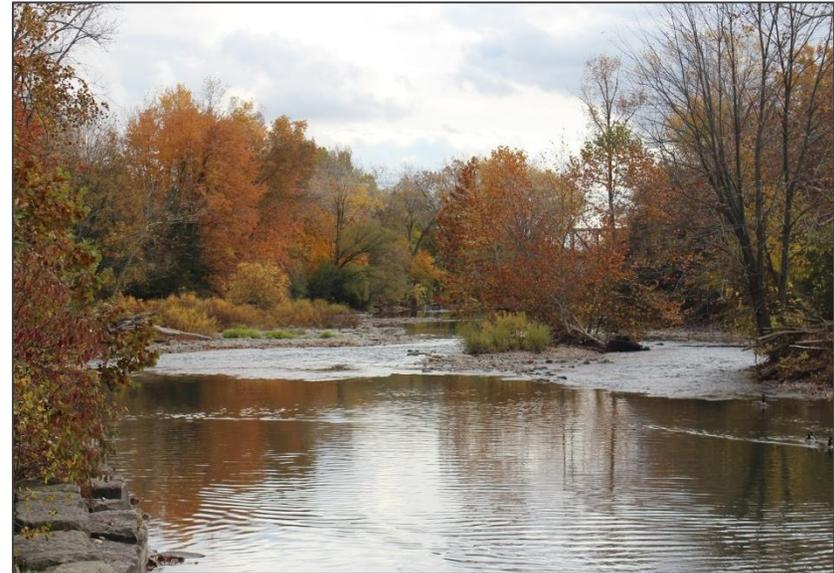
## 6.6 LANDMARKS

A landmark may be “an object or feature of a landscape that is easily seen and recognized from a distance, especially one that enables someone to establish their location”<sup>44</sup>, or a building or structure that is an integral part of a distinctive area of a community.<sup>45</sup> In the Study Area landmarks include the Thames River along the western edge of the Study Area and the CPR railway bridge in the southwest corner of the Study Area (Images 6.22 and 6.23). Landmarks may also be known for their cultural heritage value. The Thames River is a defining feature in the City of London, is part of community identity, is easily recognized, serves to orient people and has cultural heritage value. The CPR railway bridge across the Thames River is another landmark, it is highly visible, recognizable and has potential cultural heritage value, but is outside of the jurisdiction of the City of London, this bridge is an opportunity for the City of London and CPR to work together to retain the landmark quality of this bridge.

Landmarks can also include places, in particular buildings, which have been protected for cultural heritage values associated with them and are recognizable. These landmarks may or may not be highly visible or distinctive features in a landscape, but may be considered landmarks for their importance instead of their distinctiveness. Within the Study Area Thornwood (329 St. George Street), the Coach House (335 St. George Street) and Carling House (36 Grosvenor Street) can be considered a landmark buildings, these buildings are well known for their historic associations and architecture. These landmark buildings are discussed in more detail above in section 6.3 and in Volume IV Appendix F.

<sup>44</sup> Oxford English Dictionary [online]

<sup>45</sup> Ministry of Culture 2006a: 22



*Image 6.22: The Thames River southeast from the Gibbons Park Footbridge, 2015*



*Image 6.23: The CPR Railway Bridge across the Thames River, view to the south from Gibbons Park, 2015*



*Image 6.24: Winter View of the south side of Cheapside Street, 2015*

## 7.0 ASSESSMENT OF THE STUDY AREA

Assessment of the cultural heritage value or interest of the Study Area involves a review and examination of the material recorded in Chapters 3 through 6 and the inventory of cultural heritage resources of the St. George-Grosvenor HCD Study (Volume IV, Appendix F). This assessment is a prelude to evaluation of the Study Area against the HCD criteria from the City of London OP, which will be addressed in chapter 8.

### 7.1 GENERAL FINDINGS

#### 7.1.1 General Findings Based on Historic Themes

The history of the Study Area, summarized in Chapter 3 and in Volume II appendix B, reveals themes that have shaped the development of the Study Area. The themes include;

- Early development
- Estates and Institutions
- Early 20th century changes
- Changed edges; stable cores

The Study Area shows evidence of over 150 years of development and is representative of the early stages of the City's growth north of the central core. The historical relationship of the Study Area to the Thames River and escarpment is important to the development of the Study Area, as is the association with the early residential estates, especially Thornwood as the only estate remaining in the Study Area.

The historic development of the Study Area demonstrates that it was surveyed and granted early in the City's history but that development was slow to follow. Lands granted in the southern portion of the Study Area were issued to land holders who generally intended to subdivide and sell lots for development and these lots developed earlier than the rest of the Study Area. Lands in the northern part of the Study Area were slower to develop. Some of the large estate properties were sold to become institutional lands. As the Study Area developed, distinct sub areas began to emerge. The slow development of the Study Area and the different intentions of the early land holders, intentions to subdivide and sell or hold and establish estate lots or establish institutions, led to a wide variety of lot and building sizes, architectural stylistic expression and resulted in some variation in spatial arrangement of the Study Area.

### **7.1.2 General Findings Based on Municipal Planning Policy Framework**

Municipal planning policy, summarized in Chapter 4, demonstrates that the City of London values its cultural heritage. Planning policy, land use and zoning for the Study Area reveal that this area is primarily low density residential and open space with some medium and high density residential areas, commercial areas and an institutional area. However, the Study Area is also effectively divided in half by the Mount Hope Centre for Long Term Care and Grosvenor Gate Apartments, areas zoned for high density residential uses and as a regional facility. As a result, the Study Area has two separate low density residential areas. Examination of existing heritage designations under Part IV of the *Ontario Heritage Act* and properties listed on the City of London's *Inventory of Heritage Resources* in the Study Area revealed that these two areas have concentrations of properties already identified as having cultural heritage value or interest.

Examination of the planning and policy context over the Study Area through statements in the OP, Zoning By-law, Transportation Master Plan and *Richmond Street Corridor Study* revealed the presence of a markedly different planning regime along Oxford Street East and Richmond Street than affects the Study Area. These streets are intended for higher intensity use and as transportation corridors. These streets are allowed commercial activities not allowed in other parts of the Study Area. The built form along Oxford Street East has a number of buildings built as commercial buildings reflecting the different planning context along that street. Richmond Street has largely retained the residential built form. The *Richmond Street Corridor Study*, in particular, recommends addressing cultural heritage resources along the street through individual property designation under Part IV, and listing properties of heritage value under Section 27 of the *Ontario Heritage Act*.

### **7.1.3 General Findings Based on Consultation Activities**

Input received as part of consultation activities demonstrates strong community value in the natural heritage of Gibbons Park and the mature landscape throughout the Study Area. Residents value the existing built form and scale of the buildings, the laneways and the integrity of the streetscape. They also expressed that the Study Area has a sense of place and history associated with the diverse nineteenth and early twentieth century built form, spatial arrangement of the Study Area including the streets and laneways and landscape. Consultation activities found some concern amongst some community members about changes to the built form along Oxford Street East, office conversions along Richmond Street and some infill, and new additions to the built form in the Study Area.

### **7.1.4 General Findings Based on Site Visits to the Study Area**

The arrangement of the Study Area including the landscape and built form results from the influence of The Thames River Valley as a dominant physical feature and the historical development of survey and sale of lands outlined in Chapter 3. Different block sizes and configurations respond to the shape of the riverbank and to the layout of the boundary streets: there are also different block types and street widths that are the result of decisions made when the Study Area was surveyed and developed. Wide boulevards on

the primary streets support mature tree planting that characterises the streetscapes. Several east-west streets terminate at Gibbons Park and offer views across the river. Varying lot sizes and configurations provide variety to the streetscapes, as do varied setbacks from the street edge, however individual sections of streets usually have relatively consistent setbacks, variation is spaced throughout the Study Area. This Study Area has views in and out along streets and down to the Thames River.

Architectural expression in the Study Area is a mix of styles from mid-19<sup>th</sup> century Gothic Revival, to small Ontario Cottages, Italianate, Queen Anne, Victorian, Edwardian, and Revival styles, Modernist apartments and some contemporary expressions of architecture. A wide variety of architectural details that showcase individual tastes are expressed throughout the Study Area through elaborate and plain features incorporated into the built form such as bargeboard, trim, moulding, pillars and brick and stonework. The Study Area includes many buildings that reflect a high degree of craftsmanship. As a general rule the upper and upper middle classes in the Victorian and Edwardian periods valued craftsmanship. Buildings built in Arts and Crafts styles were intended to show a good deal of craftsmanship. On a smaller scale the detail in bargeboard, in pediments and on gable ends throughout the Study Area tends to be unique to the individual building and reflect a level of care and detail that demonstrates good craftsmanship. This mix of detail and architectural style is tied together through scale, streetscape, landscaping; and through the spatial arrangement of streets, laneways and open spaces.

Differences throughout the Study Area are noticeable. As a general rule, the size of homes varies from south to north in the Study Area with more cottages and more modest homes in the southern half and larger more elaborate homes in the northern half. Views in the southern portion of the Study Area, along Sydenham Street and St. James Streets extend beyond the Study Area while views in the northern section tend to terminate at buildings. Throughout the Study Area the environment, streetscape and different materials, surfaces and textures convey a cohesive sense. Vegetative cover is mature with significant young plants and trees for long term consistency in the landscape. Materials used in the landscape are varied but with enough similarity in quality, style and material to give a cohesive sense to the streetscape.

## **7.2 SPECIFIC FINDINGS**

Based on the historical research, planning context, consultation activities and Study Team site visits, the Study Area can be divided into general Sub-Areas for more detailed assessment. The history of the Study Area illustrates that the northern and southern halves of the Study Area were divided by the early institutions in the late 1860's and subsequent development of the Study Area maintained that division. The history and built form of the Study Area confirm this division and planning context of the Study Area reinforces this division through zoning that splits the Study Area into two low density residential areas separated by a regional facility and a high density residential area.

The Thames River Valley is physically separated from the eastern half of the Study Area by elevation and has been separated by flooding hazards and use over its history. Limited opportunity for residential use in the valley and the development of Gibbons Park,

recreational use and the preservation of natural areas along the Thames River make this area different from, yet strongly connected to the rest of the Study Area.

Historically, large sections of Gibbons Park were owned by the Becher family who also owned most of the northern portion of the Study Area on top of the escarpment. The street width, boulevards and street trees on St. George Street and Richmond Street are consistent throughout the Study Area and a wide variety of influences from different architectural styles can be found throughout the Study Area. Vegetation in public and private spaces give a sense of consistency to the Study Area as a whole.

For the purposes of assessment this Study the Study Area can be divided into four Sub-Areas (Map 7.1). These areas are:

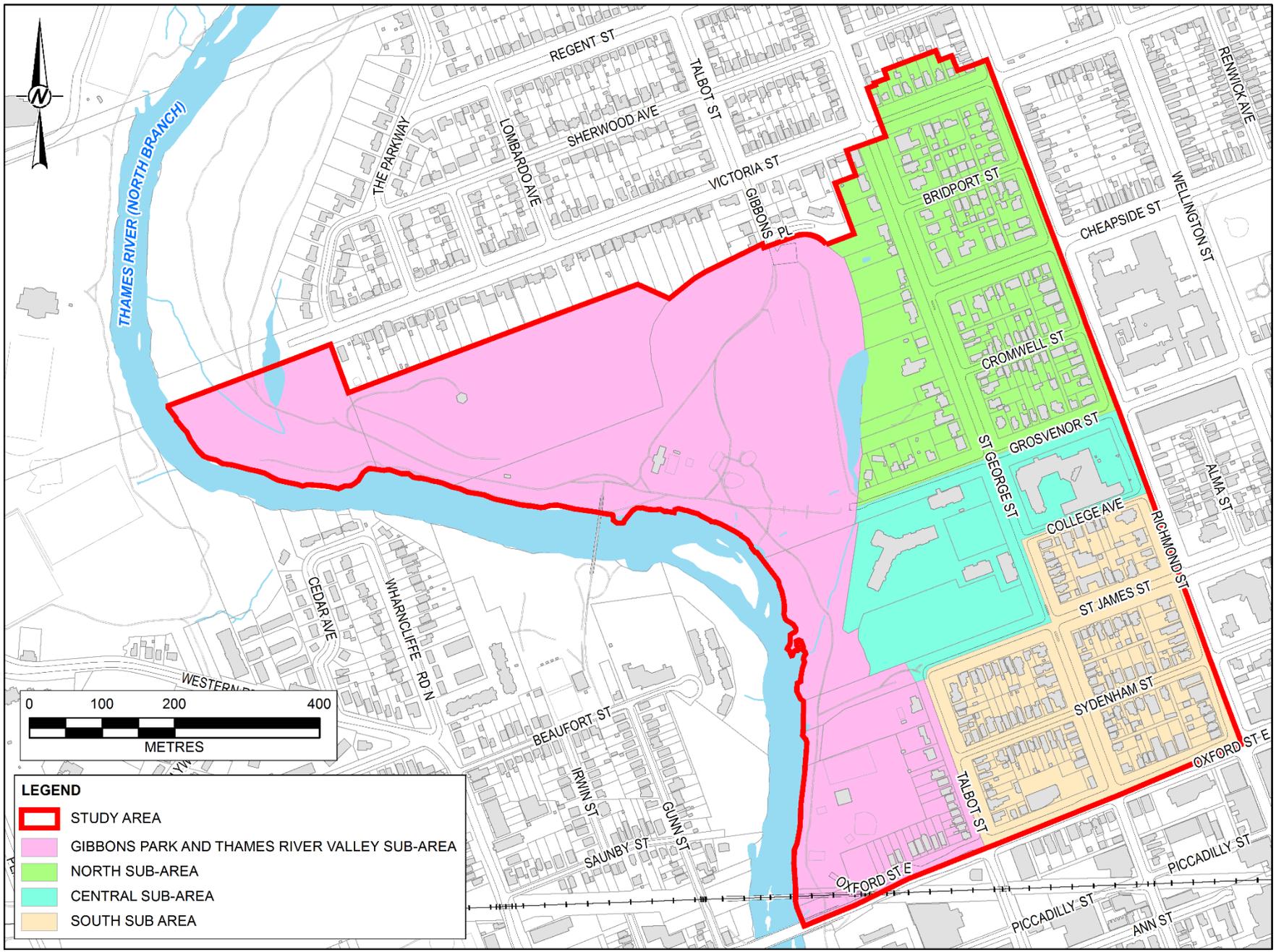
- Gibbons Park and the Thames River Valley Sub-Area, including Gibbons Park and the Thames River Valley in the Study Area.
- North Sub-Area, which includes the residential areas from Victoria Street to Grosvenor Street.
- Central Sub-Area, which includes Mount Hope Centre for Long Term Care and the Grosvenor Gate complex.
- South Sub-Area, which includes the residential areas south of College Avenue and St. James Street to Oxford Street East.

### **7.2.1 Gibbons Park and Thames River Valley Sub-Area**

#### ***Historical Influences***

Historical research into the Study Area demonstrates that the Thames River Valley including what is now Gibbons Park influenced how land was subdivided in the Study Area. Land in the Thames River Valley was granted in large lots and was not subdivided for residential development. Land within the oxbow of the Thames River, before it changed course, was sold to H.C.R. Becher and added to his large estate. Land between Oxford Street East, Talbot Street and St. James Street was originally a large block used for the agricultural building for the 1854 Provincial Exhibition and was partially developed in the early 20<sup>th</sup> century, but has remained mostly open space. Slopes and hazards associated with proximity to the Thames River forced development to remain on higher ground in the eastern half of the Study Area. Buildings on the east side of Talbot Street were built, usually, decades earlier than buildings on the west side of Talbot Street. Property histories reveal that cottages were built on Oxford Street East as early as the 1870's and 1880's (See Chapter 3, Map 3.3 page 29, and Volume IV Appendix F).

Historical research illustrates the importance of Gibbons Park and the Thames River to the residents of the Study Area. Records indicate that the river flats in the oxbow were long used as recreational areas, well before a park was formally established. These lands were used for hunting, fishing, picnicking, swimming and other recreational activities. Eventually the City supported a swimming hole with amenities on this site and in turn developed Gibbons Park, with the inclusion of a bathhouse, pool, picnic shelter, tennis courts and playground (See Volume VI Appendix F, pages 122-127). The current London Life Recreation Grounds at 2 Oxford Street East have a long history of recreational use as well, as early as 1922 tennis courts were constructed on this site and the property has been used by various tennis and recreation clubs for nearly a century (Volume IV Appendix F, pages 163-164).



**Map 7.1: Study Area Sub-Areas**

### ***Architecture***

The buildings in Gibbons Park and the Thames River Valley Sub-Area date from the 20<sup>th</sup> century and are intended for public or semi-public use. The Bathhouse was originally built in 1928, and while it has been extensively remodelled to meet contemporary needs the building is closely linked to the early development of Gibbons Park and formal public recreational use in the Study Area. Gibbons Park also includes public washrooms and a picnic shelter from 1957. In the southern section of this Sub-Area, at the London Life Recreation Grounds, a clubhouse was built in 1967-1968. These structures are functional and designed in architectural styles common when they were built; all these structures support the use of the Thames River Valley lands for recreational purposes.

### ***Landscape***

The landscape of the Gibbons Park and Thames River Valley Sub-Area is a mix of natural and developed open space. The Thames River Valley is a different landscape than the rest of the Study Area as open and public space as opposed to large sections of private property. The landscape is maintained with a mixture of sections of naturalized space and sections of manicured space including lawn, trails and arranged plantings of trees and other vegetation. Formal entrances to the trail system and to Gibbons Park within the Study Area are detectable and part of the surrounding environment. Gibbons Park has gate structures on Grosvenor Street with a distinct approach down the hill into Gibbons Park. The approach to the Thames Valley Parkway from St. James Street is an extension of the street with a transition from street to trail at a parking area, with vegetation from the park alongside it.

### ***Consultation***

Community consultation revealed a strong sense of place that the Gibbons Park and Thames River Valley impart to the Study Area and a strong connection residents have with the natural environment of the Thames River Valley. Most members of the community indicated a desire to extend the Study Area north to include properties along the northern border of Gibbons Park.

## **7.2.2 North Sub-Area**

### ***Historical Influences***

Most of the northern half of the Study Area and a large section of the Thames River Valley were owned, early on, by H.C.R. Becher. In the case of Becher's lands the initial grant was added to for a while and land was subdivided and sold off only in the 20<sup>th</sup> century. The people who purchased lots from the Becher family and had large houses built on them tend to have been wealthy and influential people in the City of London, often with careers in insurance, banking, medicine, education, politics or were owners of or heirs to successful businesses (see individual property inventory sheets Volume IV, Appendix F). This trend of influential residents was often carried on through subsequent owners.

### ***Architecture***

The North Sub-Area of the Study Area reflects a variety of architectural influences (see individual property inventory sheets Volume IV, Appendix F). The older homes in the North Sub-Area, homes built around the turn of the 20<sup>th</sup> century, tend towards Queen Anne Revival and Edwardian influences and are similar in size to the larger homes in the South Sub-Area. Homes built in the 1930's demonstrate a trend towards Arts and Crafts Influences. Homes built around the Second World War and into the latter half of the 20<sup>th</sup> century display an eclectic mix of period revival styles and vernacular architectural expression. The scale and massing of homes in the North Sub-Area tend to be similar to other homes in the North Sub-Area and setbacks along a side of the streets are relatively consistent, with variation on different streets.

### ***Landscape***

The landscape of the North Sub-Area includes a number of terminating views down the east-west streets. The boulevards are relatively wide and the houses tend to be set back further from the street than in the South Sub-Area. This section of the Study Area has laneways that are still in use. Views tend to be representative of the residential tree lined streetscape found throughout the Study Area. Many of the properties in the North Sub-Area have mature trees with relatively thick tree canopy and the area has established gardens.

The bluff down to the Thames River valley is behind most of the houses on the west side of St. George Street in the North Sub-Area providing views into Gibbons Park; but several properties on St. George Street, from 383 St. George Street to 401 St. George Street are built on the slope of the bluff instead of being on top like the rest of the houses in the Study Area.

### ***Consultation***

Community consultation revealed strong connections between the North Sub-Area and Gibbons Park. Many members of the community also indicated a desire to extend the Study Area north potentially to Huron Street and east potentially to Wellington Street; expressing a sense of connection between the Study Area and areas north and east. The community also articulated a strong sense of historical importance the laneways through this area have for the sense of place in the Study Area.

## **7.2.3 Central Sub-Area**

### ***Historical Influences***

The Central Sub-Area has developed differently from the rest of the Study Area from an early date. This area started out as large estate lots like the lands further north but in the 1860's had become home to institutions. Huron College and the Mount Hope Orphanage evolved into the Grosvenor Gate apartments and Mount Hope Centre for Long Term Care. These places have cultural heritage values tied to the historical association of the property with significant individuals associated with them and with the history of the institutions that developed on these properties. The historic institutions on these properties had grounds with large amounts of

open space, reflected today in the large lawns around the apartment buildings at 1 and 9 Grosvenor Street and 291 and 295 St. George Street; and found in the gardens around Mount Hope Centre for Long Term Care.

### ***Architecture***

The architectural influences and built form of the Central Sub-Area is very different and much more modern than most of the rest of the Study Area. Buildings in this area are influenced by middle and late 20<sup>th</sup> century Modern and institutional architecture. The buildings are large with flat roofs and between three and a half storeys and twelve storeys in height, larger than other buildings in the Study Area. The buildings are clad in brick and display colours similar to some other buildings in the Study Area.

### ***Landscape***

The Central Sub-Area has large areas of open space, especially on the north side of St. James Street and around the Grosvenor Gate apartments. The Central Sub-Area properties have trees that are similar to trees surrounding the area and have boulevards that are similar to boulevards in the rest of the Study Area. Buildings in the Central Sub-Area tend to be set back more than buildings in other parts of the Study Area.

### ***Consultation***

Community consultation regarding the Central Sub-Area revealed a sense that the large open spaces and landscaped gardens on the Mount Hope Centre for Long Term Care and former Rough Park and Huron College properties are important for the community and the former Rough Park and Huron College properties should be included in an HCD.

## **7.2.4 South Sub-Area**

### ***Historical Influences***

The South Sub-Area of the Study Area was the earliest part of the Study Area to develop. Historical research reveals that Col. Askin and William Barker were granted or acquired the lands that make up the South Sub-Area by the mid 1850's. Both of these men quickly subdivided their land into smaller lots and began to sell the smaller residential lots. By the 1870's a large number of houses were built in this area and by the turn of the 20<sup>th</sup> century most of the lots in this area had houses on them.

City directories reveal that many of the people who lived in this area in the 19<sup>th</sup> century often remained for short periods of time, possibly as tenants, and, when listed, their occupations tend to have been as labourers, tradesmen, travelling salesmen or other professions associated with the working class in the city (see Volume IV, Appendix F for individual property histories). By the early 20<sup>th</sup> century a trend appears where more of the properties were owned by their occupants. Some new buildings were built and many of the other late 19<sup>th</sup> century homes underwent renovations in the early 20<sup>th</sup> century. The South Sub-Area began to see civic improvements at the same time as the northern Sub-Area began to be more fully developed.

### ***Architecture***

Architectural expression in the South Sub-Area of the Study Area reflects the early development of the area as an investment for the owners and the transition from tenant occupancy to owner occupancy. The lots are small and the earliest houses in the area tend towards more cottages or other relatively small and plain dwellings (with modifications over time). Throughout the later decades of the 19<sup>th</sup> century and into the early 20<sup>th</sup> century houses tend to become more elaborate with Italianate and Queen Anne Revival influences becoming more apparent. The scale of houses and the size of lots remains consistent with the earlier buildings in the area, with the exception of the west side of Talbot Street where most of the later buildings were built on large lots. Houses along Richmond Street also tend to have been built later in the 19<sup>th</sup> century and are larger than houses on the side streets.

The built form in the South Sub-Area is varied with very different expressions of architectural styles, level of craftsmanship and decorative elements displayed. This part of the Study Area has many infill and replacement buildings from much later decades than the surrounding built form, such as the buildings at 194 and 198 Sydenham Street or 198 and 210 Oxford Street East. This area also has several buildings where renovations mask most of the original structure, such as 149 and 153 Sydenham Street. The South Sub-Area contains buildings with elaborate decorative elements such as 178 St. George Street, with its elaborate apse board in the front gable; or 177 St. James Street with its elaborate bargeboard, trim, brackets and imbrication. Several properties in this sub-section of the Study Area demonstrate additions and renovations that attempted to be consistent with historic elements of the existing home.

The South Sub-Area of the Study Area also contains small collections of buildings that share features, builders, architects and contribute as a group to their surroundings. These small collections of buildings include a cluster of buildings including 230 St. George Street, 189 College Avenue, and 200, 202, 204 and 199 St. James Street that were designed or renovated by the architectural firm of John M. Moore and O. Roy Moore. The South Sub-Area also includes a row of houses; 232, 234, 236 and 238 St. George Street that share a number of design similarities that indicates they were built by the same builder.

### ***Landscape***

The streetscape surrounding the Study Area when approached from the south changes suddenly at Oxford Street East, the built form changes from commercial buildings to residential buildings, with a few exceptions. Houses in this sub-section of the Study Area tend to be closer to the street than houses further north. Boulevards also tend to be smaller than in other parts of the Study Area. The South Sub-Area has numerous mature trees and other vegetation that is most often on private property, with a trend towards juvenile trees in boulevards if space permits (see Inventory of Viewscapes in Volume IV, Appendix F).

### ***Consultation***

Community Consultation reveal a strong connection between the South Sub-Area and the Thames River Valley, access to the Thames River is important for the community. There is a sense of integration between the South Sub-Area and Central Sub-Area.

The laneway system through the South Sub-Area is important to the community. Many members of the community also indicated a sense that the South Sub-Area is connected historically to properties east of Richmond Street.

### ***Planning Context and Land Use***

The land use in the South Sub-Area of the Study Area is divided between commercial uses and residential uses. Most of the properties on Oxford Street East and Richmond Street are used for commercial purposes, with some combination commercial and residential and some strictly residential uses. Properties on the interior streets in this area are used for residential purposes. The evolution of the South Sub-Area over time and the zoning on the various streets reflect this division of uses.

## **7.3 CONCLUSIONS BASED ON FINDINGS**

Review of City of London Planning documents, the contextual history, the architectural styles, expression and influences evident in the Study Area, and assessment of the landscape in the Study Area reveal that a significant number of cultural heritage resources exist in the St. George-Grosvenor HCD Study Area. Analysis reveals that there are important social, historical, architectural, spatial, visual and environmental connections amongst the individual properties and places in this Study Area. However there are also distinctions or Sub-Areas within the Study Area that reflect the history, development and contemporary landscape of the area.

The St. George-Grosvenor HCD Study Area reveals a history of development for this part of the City of London that follows several paths, land speculation, the development of estates and prestigious homes and the development of various institutions. The landscape is tied together through the streetscape, architectural styles, use of various materials in the landscape, vegetation and land uses with some noticeable differences throughout the Study Area.

Many properties along Richmond Street and Oxford Street East have similar history, architectural expression and landscape features as properties in the interior of the Study Area; however both Oxford Street East and Richmond Street started to evolve differently and began to diverge from the residential areas in the interior of the Study Area decades ago. These streets have seen conversions of residential properties to commercial properties within the Study Area and Oxford Street East in particular has lost some of its residential cohesion through the addition of new large commercial buildings and parking lots.

The St. George-Grosvenor HCD Study Area is not a cohesive unit but the sections of the Study Area are closely connected. Landscape and spatial arrangement of the Study Area tie it together through similar vegetation, streetscapes, laneways, sizes of the boulevards and viewsapes. The Study Area has a wide variety of architectural expression that can be seen throughout the area, although some styles tend to be more prevalent in the north while other styles tend to be more common in the south; a reflection on the timing of development and popular architectural trends at the time within the Sub-Areas. The history of the Study Area shows distinctly different patterns of development from north to south with the large Becher estate in the north and slow parcelling off of lots for sale over several decades, the evolution of institutions and apartments in the centre and early subdivision development in the

south of the Study Area. Lands in the Thames River valley were historically connected to the land above the bluff in the Study Area through ownership and are closely tied to the contemporary sense of place expressed by residents of the Study Area.

The Study Area is effectively cut in half by the Central Sub-Area. But both the North Sub-Area and South Sub-Area are closely connected to the Thames River Valley and to Gibbons Park. Based on this assessment two potential HCDs will be evaluated. The first (northern section) includes the North Sub-Area and the northern (Gibbons Park) section of the Gibbons Park and Thames River Valley Sub-Area. The second (southern section) includes the South Sub-Area and southern section of the Gibbons Park and Thames River Valley Sub-Area. This reflects historical connections and landscape features between the components of the Study Area. Many members of the community have indicated that the Sub-Areas of the Study Area and areas outside of the Study Area to the north and to the east have a similar sense of place and historical connections.



*Image 7.1: Laneway between 332 St. George Street and the back of 101 Cheapside Street, 2015*

## 8.0 EVALUATION AGAINST LONDON’S HCD CRITERIA

The City of London has outlined the following criteria which were used to evaluate the two sections of the Study Area identified in Chapter 7. These criteria are outlined in the City of London Official Plan and are used to determine if the sections merit designation under the *Ontario Heritage Act* as an HCD.

The following are the criteria that an HCD Study must consider:

- a) The association of the area with a particular historical event or era that is unique to the community;
- b) The presence of properties which are considered significant to the community as a result of their location or setting;
- c) The presence of properties representing a design or method of construction which is considered to be of cultural heritage value or interest to the community, region, province, or nation;
- d) The presence of properties which collectively represent a certain aspect of the development of the City which is worthy of maintaining; and,
- e) The presence of physical, environmental, or aesthetic elements which, individually, may not constitute sufficient grounds for the designation of a Heritage Conservation District, but which collectively are significant to the community.<sup>46</sup>

In the following analysis, these Municipal Criteria were used to evaluate potential HCDs. Two separate evaluations have been done, one for a potential HCD in the northern half of the Study Area and one for a potential HCD in the southern half of the Study Area.

### 8.1 EVALUATION OF THE NORTH SECTION OF THE STUDY AREA AS AN HCD

Table 8.1 Evaluation of the northern section of the Study Area against London’s Heritage Conservation District Criteria

<p><b>a) The association of the area with a particular historical event or era that is unique to the community</b></p>	<ul style="list-style-type: none"> <li>■ Association with the establishment of H.C.R. Becher’s Thornwood estate.</li> <li>■ Association with the 1883 flood that altered the course of the Thames River and effectively created the contemporary landscape of Gibbons Park.</li> <li>■ Association with the slow development of the north end of the City, illustrated through the slow sale of parcels from the Becher estate over decades and reflected in the architectural expression in this part of the Study Area. Individual property inventories in Volume IV, Appendix F demonstrate a trend</li> </ul>
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<sup>46</sup> City of London. 1989. *Official Plan*.

	<p>of Edwardian inspired buildings, through Queen Anne Revival and Arts and Crafts, followed by other revival styles and towards more vernacular architectural expression as this section of the Study Area developed from the end of the 19<sup>th</sup> century to the present.</p> <ul style="list-style-type: none"> <li>■ Association with the development of Gibbons Park and recreation in London.</li> </ul>
<p><b>b) The presence of properties which are considered significant to the community as a result of their location or setting</b></p>	<ul style="list-style-type: none"> <li>■ This section of the Study Area is valued for the presence of properties such as Thornwood Estate (329 and 335 St. George Street) and Carling House at 36 Grosvenor Street that are considered significant for their location and setting, overlooking the North Branch of the Thames River valley.</li> <li>■ This section of the Study Area is valued for and historically associated with Gibbons Park, a noteworthy community asset and historical park. This location has been the site of recreational pursuits for the community since the middle of the 19<sup>th</sup> century, well before an official park existed. It has consistently been an important site for recreation in London throughout the City's history.</li> </ul>
<p><b>c) The presence of properties representing a design or method of construction which is considered to be of cultural heritage value or interest to the community, region, province, or nation</b></p>	<ul style="list-style-type: none"> <li>■ This section of the Study Area contains many properties with buildings considered to have cultural heritage value or interest to the community for their physical/design value. Nine properties in this section of the Study Area are designated under Part IV and twenty-seven are listed under Section 27 of the <i>Ontario Heritage Act</i>.</li> <li>■ The inventory of cultural heritage resources (Volume IV, Appendix F) identifies heritage attributes including design and construction details for properties in this section of the Study Area that reflect a high degree of craftsmanship throughout the area.</li> </ul>
<p><b>d) The presence of properties which collectively represent a certain aspect of the development of the City which is worthy of maintaining</b></p>	<ul style="list-style-type: none"> <li>■ This section of the Study Area contains properties and groups of properties that collectively represent the development of the north part of London from the mid-19<sup>th</sup> century, well into the 20<sup>th</sup> century that are worthy of maintaining. The slow development of the area as the Becher family sold sections of their former estate allowed a collection of buildings to form in a relatively small area that represents the styles and different architectural expressions that have been built throughout the City. This area is a collection of properties with design and</li> </ul>

	<p>physical values distinguished from the rest of the city.</p> <ul style="list-style-type: none"> <li>■ The northern section of the Study Area contains properties that collectively were part of the Becher estate and represent the early large estates that developed in the north part of London in the middle of the 19<sup>th</sup> century. A section of the Becher estate remains at Thornwood, 329 St. George Street and 335 St. George Street.</li> <li>■ Many of the properties in this section of the Study Area have historical associative value from their connection to the Becher family as part of the Becher estate. This connection to the Becher estate is reflected in the spatial arrangement and built form of this section of the Study Area and contributes to the sense of place.</li> </ul>
<p><b>e) The presence of physical, environmental, or aesthetic elements which, individually, may not constitute sufficient grounds for the designation of a Heritage Conservation District, but which collectively are significant to the community</b></p>	<ul style="list-style-type: none"> <li>■ The architectural expression and quality of construction of the built form, mature vegetation, spatial arrangement of streets and laneways, proximity to Gibbons Park, and location overlooking the Thames River valley combine into a sense of place that is important in defining and supporting the character of the area.</li> <li>■ The community has expressed value in the diverse historical architectural styles and influences found throughout the northern section of the Study Area.</li> <li>■ The north section of the Study Area demonstrates collective value of a large number of intact properties that represent the historical development of this area and illustrate a wide range of architectural expression in close proximity to each other.</li> </ul>

Based upon this evaluation of the northern section of the St. George-Grosvenor Study Area against City of London HCD criteria, it has been determined that the northern section of the Study Area meets the municipal criteria for designation as an HCD.

## 8.2 EVALUATION OF THE SOUTH SECTION OF THE STUDY AREA

Table 8.2 Evaluation of the southern section of the Study Area against London's Heritage Conservation District Criteria

<p><b>a) The association of the area with a particular historical event or era that is unique to the community</b></p>	<ul style="list-style-type: none"> <li>■ The southern section of the Study Area is associated with the early land speculators and subdivision and sale of land in the north part of the City demonstrating the historical development of this part of the city from the 1860's.</li> <li>■ This section of the Study Area is associated with the Middlesex County Agricultural Society Agricultural Hall that hosted the 1854 Provincial Agricultural exhibition, several contemporary properties are now on the grounds of this site.</li> <li>■ Properties in this part of the Study Area are associated with Col. J.A.B. Askin and William Barker, two persons of significance in early London history.</li> </ul>
<p><b>b) The presence of properties which are considered significant to the community as a result of their location or setting</b></p>	<ul style="list-style-type: none"> <li>■ The community, through consultation activities, has indicated that proximity of properties in this section of the Study Area to the Thames River and to the Thames Valley Parkway is significant to the community.</li> </ul>
<p><b>c) The presence of properties representing a design or method of construction which is considered to be of cultural heritage value or interest to the community, region, province, or nation</b></p>	<ul style="list-style-type: none"> <li>■ This section of the Study Area contains many properties with buildings considered to have cultural heritage value or interest to the community for their physical/design value. Twelve properties in this section of the Study Area are designated under Part IV and thirty-one are listed under Section 27 of the <i>Ontario Heritage Act</i>.</li> <li>■ The Inventory of Cultural Heritage Resources (Volume I, Appendix F) identifies heritage attributes including design and some construction details for most of the properties in this section of the Study Area that reflect a high degree of craftsmanship throughout the area.</li> </ul>

<p><b>d) The presence of properties which collectively represent a certain aspect of the development of the City which is worthy of maintaining</b></p>	<ul style="list-style-type: none"> <li>■ The arrangement of properties, size of lots and width of streets and built form in the southern section of the Study Area represent the subdivision and sale of properties as London spread north in the late 19<sup>th</sup> century and retains the intimate historical environment of the streetscape.</li> </ul>
<p><b>e) The presence of physical, environmental, or aesthetic elements which, individually, may not constitute sufficient grounds for the designation of a Heritage Conservation District, but which collectively are significant to the community</b></p>	<ul style="list-style-type: none"> <li>■ The architectural expression and quality of construction of the built form, mature vegetation, spatial arrangement of streets and laneways, proximity to Gibbons Park, and location overlooking the Thames River valley combine into a sense of place that is important in defining and supporting the character of the area.</li> <li>■ The community has expressed value in the diverse historical architectural styles and influences found throughout the recommended Great Talbot HCD area</li> <li>■ Collective value of a large number of intact buildings that represent the historical development of this area and illustrate a wide range of architectural expression in close proximity to each other.</li> </ul>

Based upon this analysis of the southern section of the St. George-Grosvenor Study Area against City of London HCD criteria, it has been determined that southern section of the Study Area meets the municipal criteria for designation as Heritage Conservation Districts.

### **8.3 HCD BOUNDARY DISCUSSION**

Two distinct, albeit connected HCDs, should be created around the residential enclaves in both the north and south sections of the Study Area and each potential HCD should include adjacent Thames River valley lands. For discussion purposes the Study Team has called the potential northern HCD the “Gibbons Park HCD” due to the areas inclusion of Gibbons Park, and the potential southern HCD the “Great Talbot HCD” due to the association of this area with the historic Great Talbot Street. The Gibbons Park HCD should be between Grosvenor Street and Victoria Street in the Study Area and include Gibbons Park. The Great Talbot HCD should extend from Oxford Street East to St. James Street and College Avenue in the Study Area and include the London Life Recreation Grounds and a section of the Thames Valley Parkway and lands to the Thames River. Map 8.1 (page 107) illustrates the recommended potential HCD boundaries.

The Mount Hope Centre for Long Term Care and the Grosvenor Gate apartment lands in the centre of the Study Area have cultural heritage value and interest based on their associations with significant persons in the history of the City of London and with the history of the institutions that developed on those lands but these properties are different from the residential areas to the north and south and create a division in the Study Area. This division is found historically and is visible in the architecture and use of these properties. The heritage attributes listed in Volume IV Appendix F for 1 and 9 Grosvenor Street and for 291, 295 and 301 St. George Street are attributes of the current buildings and are not connected to the historic values associated with the former Rough Park and Huron College properties. The cultural heritage values of these properties warrant a different form of heritage recognition than inclusion in either recommended HCD; these properties demonstrate historical value and associative value under the *Criteria for Determining Cultural Heritage Value or Interest, Regulation 9/06* under the *Ontario Heritage Act*. Additionally, Mount Hope Centre for Long Term Care falls under the policies of the *Richmond Street Corridor Study* and the properties bounded by Gibbons Park, Grosvenor Street, St. George Street, and St. James Street fall under *the Grosvenor Gate Neighbourhood Character Statement and Compatibility Guidelines*. These policies and guidelines are comparable to policies that could be created within an HCD Plan and Guidelines; the inclusion of these properties within either of the proposed HCDs would not contribute to cultural heritage value or heritage attributes of either HCD. Other *Ontario Heritage Act* tools and planning tools exist to conserve and commemorate the cultural heritage value of these properties, a discussion of these tools is included in Volume III, Appendix C.

### **8.3.1 Recommended Gibbons Park HCD**

The properties within the recommended northern HCD have a very strong connection to Gibbons Park as a result of the history of Thornwood and the Becher Family. The recommended HCD, as proposed, captures most of the historic Becher Family Estate. This recommended HCD is also dominated by the presence of the escarpment, which helps to delineate the boundary between the existing residential properties within the HCD and the park proper as well as the transition point between the properties on Victoria Street and those within the recommended HCD.

It is recommended to exclude properties along Richmond Street with the exception of 205 Cheapside Street. 205 Cheapside Street is a corner property on Cheapside Street and Richmond Street; the building on this property is nearly identical in architectural style to the two adjacent properties on Cheapside Street, these three nearly matching houses should be treated as a set. Excluding properties on Richmond Street does not mean that properties on Richmond Street are unimportant or unworthy of cultural heritage conservation; as noted in the *Richmond Street Corridor Study*, for the properties located along Richmond Street, the most appropriate means for the conservation of cultural heritage resources has been identified as the use of Section 29 Part IV *Ontario Heritage Act* designations. However, as discussed below, a series of recommendations have been provided within this report to empower the municipality to be better positioned to manage these properties and build upon this already existing policy framework.

The northern boundary of the recommended Gibbons Park HCD should coincide with the northern boundary of Gibbons Park, and extend between 387 St. George Street and 391 St. George Street to the centre of St. George Street. The northern boundary should continue along the centre of St. George Street to the centre of Victoria Street and extend along the centre of Victoria Street from St. George Street to the eastern boundary of the HCD, at the laneway behind properties on Richmond Street. This boundary follows a combination of property lines and geographic features around the approximate location of the transition between the Thames River valley and the surrounding tablelands, the 19<sup>th</sup> century oxbow in the Thames River and its associated bluff and slopes. The centre of Victoria Street is a natural boundary, the street is low spot in the slope between the tablelands and river valley and was the northern edge of the historic Becher family property.

The southern boundary of the recommended Gibbons Park HCD should end on Grosvenor Street and the boundary should be on the centre line of the street between Richmond Street and St. George Street and on the southern edge of the street right of way between St. George Street and Gibbons Park. This allows for inclusion of the treed boulevard on the north side, the inclusion of the Gibbons Park gates that flank Grosvenor Street and the inclusion of conservation measures for potential future road repair work. Grosvenor Street was historically the boundary between different estates and the existing institutions and high density residential use of the land that effectively divides the Study Area.

It is recommended that the boundary for the recommended Gibbons Park HCD along the Thames River be drawn at the centre of the Thames River. Note that this is recommended to suggest that unlike hard surfaces, such as street lines and curb lines and unlike legal property lines, the lines of the Thames River can and may shift over time, therefore there needs to be flexibility built into the recommendation due to the transitory nature of the course of the river. The UTRCA will have jurisdiction over all lands mapped below the flood plain and this mapping is subject to change as well. All lands within the floodplain will be regulated by the UTRCA.

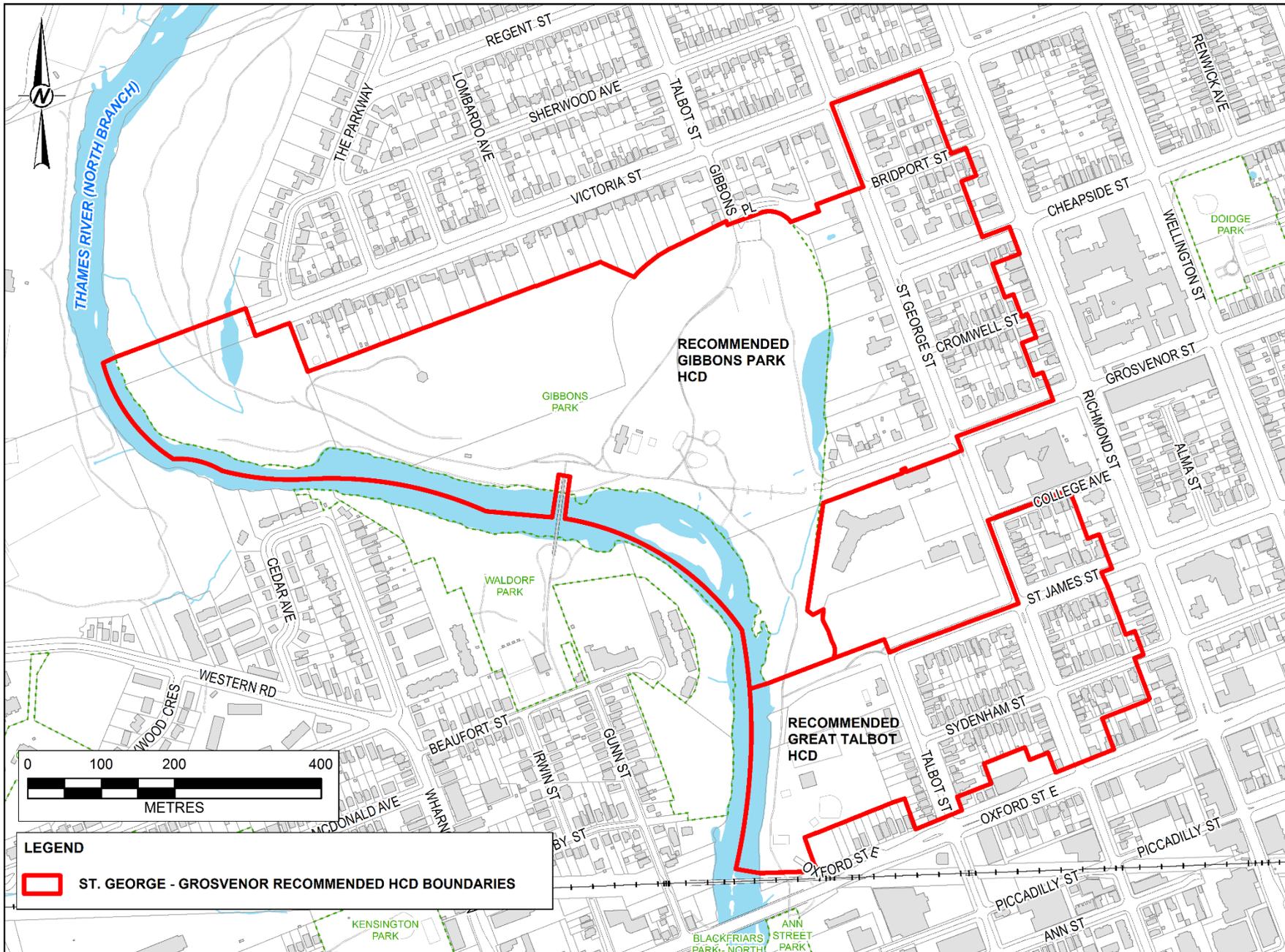
### **8.3.2 Recommended Great Talbot HCD**

The boundaries of the recommended Great Talbot HCD have been chosen to include the majority of the historic speculative holdings in this area including lands owned as investments by William Barker, T. Scatcherd and J. Dunnell, John Strathy and Col. Askin.

Like the recommended Gibbons Park HCD, the Great Talbot HCD is proposed to exclude properties along Richmond Street. This does not mean that properties on Richmond Street are unimportant or unworthy of cultural heritage conservation; as noted in the *Richmond Street Corridor Study*, for the properties located along Richmond Street, the most appropriate means for the conservation of cultural heritage resources has been identified as the use of Section 29 Part IV *Ontario Heritage Act* designations. There is also a very different planning regime along Oxford Street East and it is recommended that the majority of the properties on Oxford Street East be excluded from the recommended HCD. Some select gateway properties have been included at the intersection of Oxford Street East and Talbot Street and at Oxford Street East and St. George Street. These gateway properties have architectural features

and a history similar to properties in the interior of the Study Area and visually have more in common with properties further into the Study Area than with properties on Oxford Street East.

It is recommended to end the north boundary along the centre of College Street, the centre of St. George Street and centre line of street on St. James Street, to conserve the existing streetscape of the boulevard and to provide conservation measures in respect to future potential road repair work. It is recommended that the boundary for the recommended Great Talbot HCD be down the centre of the Thames River. With the same rationale for the Recommended Gibbons Park HCD, the recommendation is to suggest that unlike hard surfaces, such as street lines and curb lines and unlike legal property lines, the lines of the Thames River can and may shift over time, therefore there needs to be flexibility built into the recommendation due to the transitory nature of the course of the river. The CPR railway bridge in the southwest corner of the Study Area is a landmark, it is highly visible, recognizable and has potential cultural heritage value, but is outside of the jurisdiction of the City of London, this bridge is an opportunity for the City of London and CPR to work together to retain the landmark quality of this bridge.



**Map 8.1: Recommended Gibbons Park HCD and Great Talbot HCD boundaries**



*Image 8.1: Pedestrian and cyclist heading north on the Thames Valley Parkway near the southern end of Gibbons Park, 2015*

## 9.0 STATEMENT OF CULTURAL HERITAGE VALUE OR INTEREST

The St. George-Grosvenor HCD Study Area has long been believed to have cultural heritage value and has been identified since 1994 as a potential HCD. This is reflected in the various City policies, initiatives, and individual property designations and listing under the *Ontario Heritage Act*. It is also reflected in the various community efforts and activities to conserve cultural heritage resources in the Study Area. As outlined in Chapters 7 and 8 of the St. George-Grosvenor HCD Study, based upon a systematic analysis and evaluation of the Study Area, it was found that parts of the Study Area meet the municipal criteria for designation as a Heritage Conservation District. However, this HCD Study also found that due to factors such as the historic development patterns and existing urban form, and different historical events within the area, it is more appropriate to create two distinct, albeit connected, HCDs within the Study Area boundaries. These two areas include the proposed Gibbons Parks HCD and the recommended Great Talbot HCD. The boundaries of these two recommended HCDs are discussed in more detail in Chapter 8, Section 8.3. What follows are the statements of Cultural Heritage Value or Interest; including heritage attributes, and objectives for each of the proposed HCDs.

### 9.1 DRAFT STATEMENT OF CULTURAL HERITAGE VALUE OR INTEREST - RECOMMENDED GIBBONS PARK HCD

The recommended Gibbons Park HCD has cultural heritage value or interest because of its association with the Becher family, whose estate initially included much of the property in the recommended HCD, including Gibbons Park, and who lived on the property for over a century. H.C.R. Becher is a significant person in the history of London. His estate lot made up the core portion of the Recommended Gibbons Park HCD. H.C.R. Becher and his heirs subsequently sold sections of their estate property over the course of several decades enabling the contemporary spatial arrangement of the north part of the Study Area and built form to develop.

The recommended HCD is representative of the slow and relatively late development of this part of London, containing representative examples of houses and buildings from the late 19<sup>th</sup> century onwards, including buildings that are fine examples of their architectural style, many buildings in this part of the Study Area reflect a high degree of craftsmanship. The recommended Gibbons Park HCD contains a densely packed collection of properties on the City of London *Inventory of Heritage Resources*. The inventory of cultural heritage resources (Volume IV, Appendix F) reveals that this section of the Study Area contains many other properties with cultural heritage value or interest.

Gibbons Park has strong historical and functional linkages with the recommended HCD, the Thames River, and with the City. It is a defining feature and heritage attribute of the Study Area and is integral to an understanding of the recommended HCD. The Thames River valley land that became Gibbons Park has a long history as an area of recreational pursuits in London and is identified by the

community as an important feature in the Study Area. Gibbons Park is connected historically to the Becher estate and the Becher family was instrumental in early improvements to Gibbons Park. The landscape of Gibbons Park is directly associated with the flood of 1883, a flood that changed the course of the Thames River and created the contemporary park landscape.

The community values the historic built form; the spatial arrangement of streets, laneways and properties; the connection to Gibbons Park; and the mature trees and gardens in the landscape, that are the result of the historic development of the Study Area. The recommended Gibbons Park HCD has viewscales down streets and into Gibbons Park that illustrate the features the community values about the historic built form and landscape in this part of the Study Area.

The recommended Gibbons Park HCD consists of a collection of individual elements with specific cultural heritage values including individually designated and listed heritage properties and other properties with historic and architectural interest, historic ties between properties, a collection of mature trees and established gardens and a spatial arrangement that reflects the historic development of the Study Area. This section of the Study Area has historical connections to significant persons for London. Collectively the heritage value and interest in this section of the Study Area have significant links that contribute to the historic sense of place and uniqueness of this part of London.

### **9.1.1 Heritage Attributes**

- Gibbons Park, including:
  - Large lawns
  - Mature trees
  - Mix of naturalized and tended vegetation
  - The Gibbons Park Gates on Grosvenor Street.
  - Pool building and picnic pavilion
- Landmark properties such as Thornwood House (329 St. George Street), the Coach House (335 St. George Street) and Carling House (36 Grosvenor Street)
- Responses of abutting properties to the escarpment edge
  - Varying lot size on the west side of St. George in response to the escarpment
- Fine examples of different building styles reflective of their era
- Collection of buildings that demonstrate a high degree of craftsmanship
- The built form that illustrates influences of Gothic, Edwardian, Queen Anne Revival, Arts and Crafts, Georgian Revival and Tudor Revival styles of architecture, demonstrating slow development through architectural variation
- Residential form of the buildings
- The laneway network in the blocks between Richmond Street and St. George Street

- The streetscapes of the area, including:
  - The broad rights-of-way of St George Street, Grosvenor Street, and Cheapside Street and the narrower width of Cromwell Street and Bridport Street
  - The tree-lined streets, especially along boulevards, including the relatively unique double row of trees in some of the widest boulevards
- Narrow side yard setbacks
- Form, scale and massing of the existing built form, including the mostly late 19<sup>th</sup> and early 20<sup>th</sup> century architectural influences thought out the proposed HCD, the streetscapes with relatively consistent setbacks from the street for most buildings, the one and a half to two and a half storey size of buildings and the relationship of buildings to each other on their streets.

### 9.1.2 Objectives

Under the *Ontario Heritage Act*, a requirement of an HCD Study is the consideration and recommendation of objectives of the designation for a proposed HCD. The following have been identified as the objectives of designating the Recommended Gibbons Park HCD pursuant to Part V of the *Ontario Heritage Act*.

- To ensure the long-term conservation and management of cultural heritage resources and the heritage attributes within the recommended Gibbons Park HCD;
- To encourage the maintenance and retention of cultural heritage resources including the contextual contributions each resource makes to other cultural heritage resources in the recommended HCD and the relationships between individual cultural heritage resources;
- To establish a planning and management process and framework for heritage conservation to manage cultural heritage values and heritage attributes;
- To recognize the contribution of the Becher Family and their role in the development of this part of London;
- To recognize the significance of Gibbons Park and to assist with its long term management;
- To require that any new development within or adjacent to the recommended Gibbons Park HCD conserves the predominant scale and identified heritage attributes of both the HCD and any cultural heritage resource upon which there may be an impact; and,
- To recognize and celebrate the unique cultural heritage values of the recommended Gibbons Park HCD.

## 9.2 DRAFT STATEMENT OF CULTURAL HERITAGE VALUE OR INTEREST - GREAT TALBOT HCD

The recommended Great Talbot HCD has cultural heritage value or interest as a representative example of the early phases of speculative development in North London, exhibiting examples of building types and styles from the 1850s to the present. The recommended HCD exhibits a range of block types, configurations and street rights-of-way that are responses to the topographical features of the Study Area as well as to the different types of buildings built there. The potential Great Talbot HCD contains a high concentration of properties included on the City of London's *Inventory of Heritage Resources*. The recommended Great Talbot HCD area is historically associated with Col. Askin and William Barker, two significant individuals in the history of London.

The arrangement of lots, lot sizes, built form of this section of the Study Area demonstrates a transition from properties occupied by individuals, both tenants and owners from working-class backgrounds to owners with more wealth, in the architectural styles and evidence of renovation and infill in this section of the Study Area. The evolution of this section of the Study Area is further evident in the number of modern renovations, infill and replacement buildings that are represented in this recommended HCD. The recommended Great Talbot HCD contains small groupings of properties that reflect the ideas of an architect or builder such as the set of homes constructed or renovated by J.M. Moore and O. Roy Moore. Architectural styles and details in the recommended Great Talbot HCD transition from Ontario Cottage styles, through more elaborate Italianate and Queen Anne Revival inspired buildings. This part of the Study Area demonstrates a wide range of craftsmanship in the decorative details of buildings.

The landscape of the recommended Great Talbot HCD includes a number of long viewsapes along the streets with a combination of juvenile and mature trees.

The community values the historic built form; the spatial arrangement of streets, laneways and properties; the connection to the Thames Valley Parkway; and the variation in the landscape, that are the result of the historic development of the Study Area.

The recommended Great Talbot HCD includes individual elements with specific heritage values including individually designated and listed heritage properties, buildings with unique architectural details, historic ties between properties through early land holders and speculators, and a spatial arrangement that reflects the historic development of the Study Area. This section of the Study Area has historical/associative connections to significant persons for London, including Col. Askin and William Barker. Collectively the cultural heritage value and interest in this section of the Study Area have significant links that contribute to the historic sense of place and uniqueness of this part of London.

### 9.2.1 Heritage Attributes

- Three different block configurations (two with lanes, three without, and one irregular)
- Double wide street right-of-way (132 feet/ 40.23metres) on Talbot Street, St. George Street and St. James Street defining the streetscape
- Standard street right-of-way (66 feet/20.12 metres) on Sydenham Street and College Avenue, defining the streetscape
- Form, scale and massing of the existing built form, including the mostly late 19<sup>th</sup> and early 20<sup>th</sup> century architectural influences throughout the proposed HCD, the streetscapes with relatively consistent setbacks from the street for most buildings on each street, the one and a half to two and a half storey size of buildings and the relationship of buildings to each other on their streets.
- Residential form of the buildings
- Representative examples of different building styles reflective of their era
- Collection of buildings that demonstrate a high degree of craftsmanship
- Narrow front and side yard setbacks
- Views west along St. James Street and Sydenham Street of the Thames River
- Historical associations with Col. Askin and William Barker
- The streetscapes of the area, including:
  - The broad rights-of-way of St. James Street, St. George Street, and Talbot Street and the relative narrowness of Sydenham Street
  - Tree-lined streets, especially along boulevards
  - Laneways in the blocks between St. George Street, Richmond Street, Oxford Street East and St. James Street

### 9.2.2 Objectives

Under the *Ontario Heritage Act*, a requirement of an HCD Study is the consideration and recommendation of objectives of the designation for a proposed HCD. The following have been identified as the objectives of designating the recommended Great Talbot HCD pursuant to Part V of the *Ontario Heritage Act*:

- To ensure the long-term conservation and management of cultural heritage resources and the heritage attributes within the recommended Great Talbot HCD;
- To encourage the maintenance and retention of cultural heritage resources including the contextual contributions each resource makes to other cultural heritage resources in the recommended HCD and relationships between individual cultural heritage resources;

- To establish a planning and management process and framework for heritage conservation to manage cultural heritage values and heritage attributes;
- To require that any new development within or adjacent to the recommended Great Talbot HCD respects the predominant scale and identified heritage attributes of both the HCD and any cultural heritage resources upon which there may be an impact on those attributes; and,
- To recognize and celebrate the unique cultural heritage values of the recommended Great Talbot HCD.



*Image 9.1: Architectural details illustrating Italianate influences on 160 Sydenham Street, 2015*

## 10.0 RECOMMENDATIONS

The St. George-Grosvenor HCD Study recommends the creation and designation of two Heritage Conservation Districts (Gibbons Park HCD and Great Talbot HCD) under Part V of the *Ontario Heritage Act* within the St. George-Grosvenor HCD Study Area. Boundaries are appropriate and defensible. The St. George-Grosvenor HCD Study also recommends the use of other heritage conservation tools such as individual property designation and planning tools, such as the creation of Neighbourhood Character Areas (see Volume III, Appendix C pg. 40) on properties and areas around the proposed HCDs, to support these recommended HCDs. Further, in response to the significant community interest expressed regarding expansion of the boundaries, the St. George-Grosvenor HCD Study recommends that Municipal Council consider conducting additional HCD Studies that encompass these areas. Map 10.1 (page 119) illustrates these recommendations.

This St. George-Grosvenor HCD Study meets the requirements of section 40(2) of the *Ontario Heritage Act*.

Designation does not entail freezing the HCD in time. Rather, designation is a form of change management that allows communities to conserve significant cultural heritage resources. With this definition in mind, the following recommendations are presented:

### 10.1 Gibbons Park HCD Recommendation

1. That the Gibbons Park HCD, as illustrated on Map 10.1 (page 119), should be designated as a Heritage Conservation District under Part V of the *Ontario Heritage Act*;
2. That Municipal Council should authorize staff to proceed with the preparation of an HCD Plan and Guidelines document for the Gibbons Park HCD; and,
3. All properties within the Gibbons Park HCD boundary be added to the *Inventory of Heritage Resources*.

### 10.2 Great Talbot HCD Recommendations

1. That the recommended Great Talbot HCD, as illustrated on Map 10.1 (page 119), should be designated as a Heritage Conservation District under Part V of the *Ontario Heritage Act*;
2. That Municipal Council should authorize staff to proceed with the preparation of an HCD Plan and Guidelines document for the recommended Great Talbot HCD;
3. That the City of London should re-examine the existing Official Plan high-density land-use designation and zoning for the properties located between Talbot Street, Oxford Street East, Richmond Street, and Sydenham Street (excluding the properties fronting onto Oxford Street East) to ensure that the existing framework adequately protects the cultural heritage values and heritage attributes of the area, including the existing listed and designated properties; and,
4. All properties within the Great Talbot HCD boundary be added to the *Inventory of Heritage Resources*.

### 10.3 General Recommendations

General recommendations are intended to address concerns about properties that may have cultural heritage value or interest outside of the recommended HCDs boundaries, but within the St. George-Grosvenor Study Area, or to suggest tools that will assist the City of London in managing its cultural heritage resources, including the proposed HCDs.

1. That the City of London create Terms of Reference for its Heritage Impact Statements;
2. Designate the properties at 190-192 Oxford Street East, 783, 789, 791, 813, 825, 831, 887, 893, 895, 909, 927, 929, 931, 1029, 1033 Richmond Street and 188 Victoria Street under Section 29, Part IV of the *Ontario Heritage Act* in accordance with existing City of London policies for the Richmond Street Corridor;
3. Designate 21 Grosvenor Street/200 College Avenue (the Mount Hope Centre for Long Term Care property) under section 29, Part IV of the *Ontario Heritage Act* for historical associative values;
4. Designate 1 and 9 Grosvenor Street, 291, 295 and 301 St. George Street and 124, 140 and 150 St. James Street (the properties that make up the former Rough Park) under section 29, Part IV of the *Ontario Heritage Act* for historical associative values;
5. List the properties at 753, 757, 787, 827, 829, 1031, 1035, 1037 Richmond Street and 200 Victoria Street in the City of London *Inventory of Heritage Resources*;
6. That the City of London consider creating specific design guidelines for the Richmond Street Corridor to ensure the conservation of the cultural heritage resources along the corridor.
7. That the City of London explore the appropriateness of Form-Based Zoning for the purposes of heritage conservation

The intent of a Heritage Impact Statement is to assess the impact of proposed development or site alteration on cultural heritage resources and provides for recommendations to mitigate impact and conserve the cultural heritage resource.

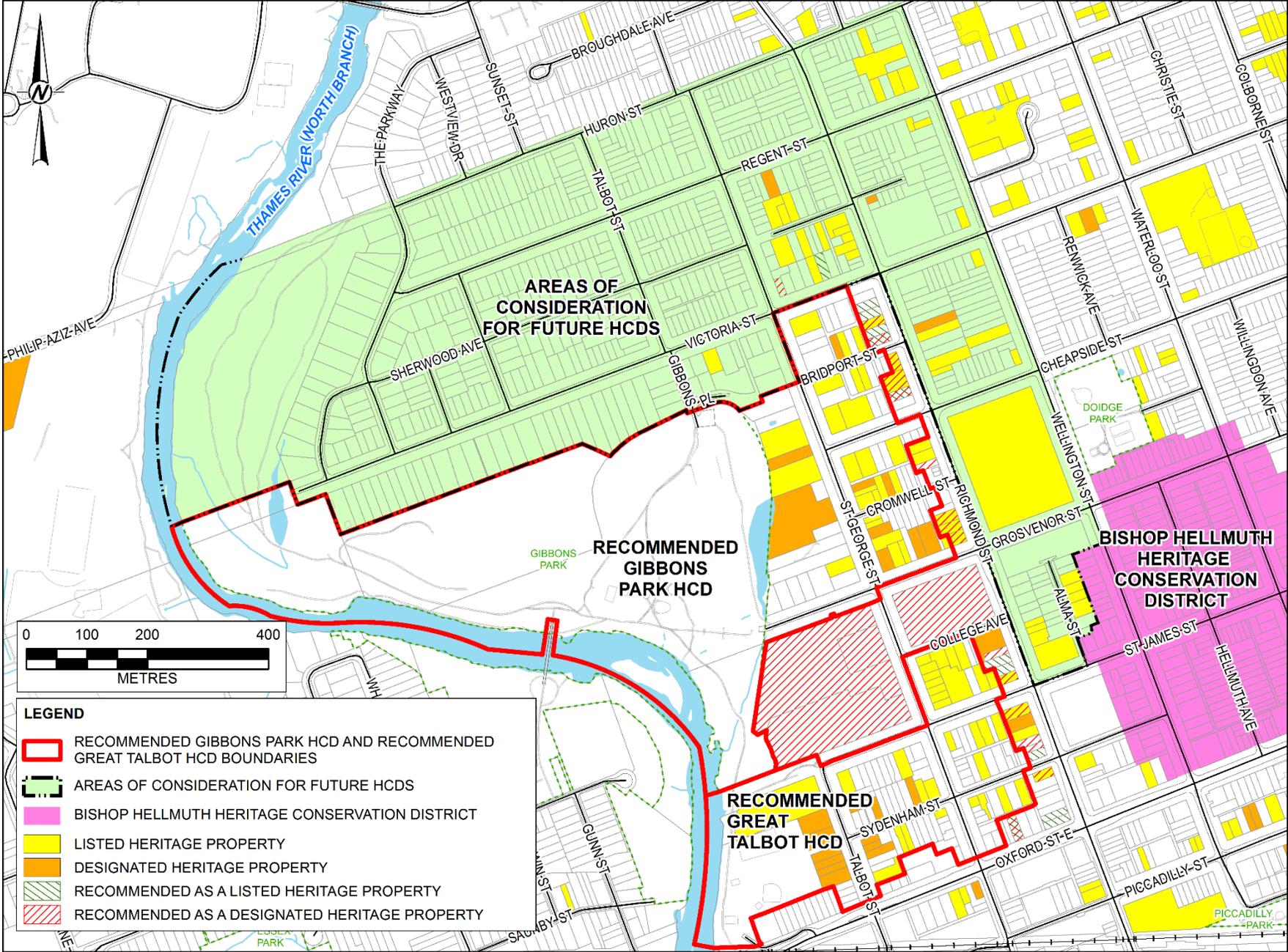
Form based zoning is a zoning tool that focuses on form rather than use and can be a useful tool in conserving the cultural heritage attributes and values of a property. Form based zoning fosters predictable results and a high quality public realm, elements that can support the conservation of a historic built form.

### 10.4 Considerations for Areas Surrounding the Study Area

This HCD Study cannot ignore the significant community interest in expanding the St. George-Grosvenor HCD Study Area or the concerns expressed about conserving cultural heritage resources north of Victoria Street, east of Richmond Street, or on Oxford Street East. Indeed, as noted, the exclusion of these areas from the proposed HCDs should not be taken as an indication that these properties or areas are not worthy of cultural heritage protection nor do these properties or areas lack cultural heritage value or

interest. In response to this public interest, a series of steps are recommended to ensure the protection of cultural heritage resources in these areas. Among these steps:

1. That Municipal Council consider an HCD Study for the area north of the St. George-Grosvenor HCD Study Area approximately between Huron Street, the Thames River, Victoria Street, and Richmond;
2. That the area east of the St. George-Grosvenor HCD Study Area and north of the Bishop-Helmuth HCD, approximately between Richmond Street and Wellington Street be studied for its potential as an HCD;
3. In accordance with the policies of the *Richmond Street Corridor Study*, the City should prioritize evaluation and designation of properties along Richmond Street under Section 29, Part IV of the *Ontario Heritage Act* that are outside of the St. George-Grosvenor HCD Study Area; and,
4. The City should also consider using Section 27 of the *Ontario Heritage Act* to list properties in the St. George-Grosvenor HCD Study Area on the *Inventory of Heritage Resources* as an interim measure prior to designation in an HCD or to protect any properties located within the Richmond Street and Oxford Street East Corridors outside of the St. George-Grosvenor HCD Study Area.



Map 10.1: Recommended HCD boundaries and other heritage conservation initiatives



*Image 10.1: East/West laneway in the block between St. George Street, Richmond Street, Bridport Street and Cheapside Street, 2015*

## GLOSSARY

**Adjacent:** Those lands contiguous to a *protected heritage property* or as otherwise defined by the municipal official plan (PPS 2014).

For protected heritage properties in the City of London; adjacent lands shall include lands that are contiguous, and lands that are directly opposite a protected heritage property, separated only by a laneway or municipal road (City of London OP Section 13.2.3.1 ).

**Approach:** Approaches refer to the places of entry from outside of the Study Area into the Study Area. They may be detectable, such as those emphasized by gateways, or other signals, that indicate the space or place is somehow different from adjacent areas. This may be a shift in the built form, land use or scale of a place. Undetectable approaches are entries into an area that are not clearly defined or readily discernible from the surrounding context.

**Archaeological Assessment:** For a defined project area of property, a survey undertaken by a licensed archaeologist within those areas determined to have *archaeological potential* in order to identify *archaeological sites*, followed by evaluation of their *cultural heritage* value or interest, and determination of their characteristics (*Standards and Guidelines for Consultant Archaeologists* 2010).

**Archaeological Potential:** The likelihood that the *property* contains *archaeological resources* (*Standards and Guidelines for Consultant Archaeologists* 2010).

**Archaeological Resources:** Includes artifacts, archaeological sites, and marine archaeological sites, as defined under the *Ontario Heritage Act*. The identification and evaluation of such resources are based upon archaeological fieldwork undertaken in accordance with the *Ontario Heritage Act* (PPS 2014).

**Archaeological Site:** any property that contains and *artifact* or any other physical evidence of past human use or activity that is of cultural heritage value or interest (O. Reg 170/04).

**Areas of Archaeological Potential:** Areas with the likelihood to contain *archeological resources*. Methods to identify archaeological potential are established by the Province, but municipal approaches which achieve the same objectives may also be used. The *Ontario Heritage Act* requires archaeological potential to be confirmed through archaeological fieldwork (PPS 2014)

**Built Heritage Resources:** Means a building, structure, monument, installation or any manufactured remnant that contributes to a property's cultural heritage value or interest as identified by a community. Built heritage resources are generally located on property that has been designated under Parts IV or V of the *Ontario Heritage Act*, or included on local, provincial and/or federal registers (PPS 2014)

**Canadian Heritage River System (CHRS):** The CHRS is Canada's national river conservation program. It was established in 1984 with the mandate to conserve nationally significant rivers. Existing as a secretariat under the auspices of Parks Canada, the CHRS operates under existing federal, provincial, and municipal legislative/policy frameworks. A CHRS designation entails no new protective measures or review processes, although each river is examined every 10 years by the CHRS secretariat.

**Conservation:** All actions or processes that are aimed at safeguarding the character defining elements of a cultural resource so as to retain its heritage value and extend its physical life. This may involve Preservation, Rehabilitation, Restoration, or a combination of these actions or processes (Parks Canada 2010).

**Conservation of Cultural Heritage Resources:** means actions or processes that are aimed at safeguarding the heritage attributes of a cultural heritage resource so that it retains its cultural heritage value or interest and extends its physical life. This may involve preservation, rehabilitation, restoration or a combination of these actions or processes (The London Plan 2015).

**Conserved:** 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 under the *Ontario Heritage Act*. (PPS 2014).

#### **Corridors:**

**Terminating Corridor:** vista of streetscape confined by buildings on either side of the road and terminated by buildings at end of street ('T') Intersection. Experience primarily vehicular, pedestrian and cycling modality.

**Continuing Corridor:** Vista of streetscape confined by buildings on either side of the road. Experience primarily vehicular, pedestrian and cycling modality.

**Filtered Corridor:** (due to topography). Continuing vista where depth of view is shortened by topography i.e. road grade dropping.

**Unobstructed Corridor:** Vista extends to horizon line due to relatively flat grades. Vista of streetscape confined by buildings on either side of the road. Experience primarily vehicular, pedestrian and cycling modality.

**Cultural Heritage:** Is the legacy of physical artefacts and intangible attributes of a group or society that are inherited from past generations, maintained in the present and bestowed for the benefit of future generations (UNESCO, <http://www.unesco.org/new/en/cairo/culture/tangible-cultural-heritage/>).

**Cultural Heritage Landscape:** a defined geographical area that may have been modified by human activity and is identified as having cultural heritage value or interest by a community. The area may involve features such as structures, spaces, archaeological sites and natural elements that are valued together for their interrelationship, meaning or association. Examples may include, but are

not limited to, heritage conservation districts designated under the *Ontario Heritage Act*; villages, parks, gardens, battlefields, mainstreets and neighbourhoods, cemeteries, trailways, viewsheds, natural areas and industrial complexes of heritage significance; and areas recognized by federal or international designation authorities (e.g. National Historic Site or District designation, or a UNESCO World Heritage Site) (PPS 2014).

**Cultural Heritage Resource:** Means a human work or a place that gives evidence of human activity or has spiritual or cultural meaning or value, and which has been determined to have historic value. Cultural heritage resources include both the physical and intangible resources, properties protected under the *Ontario Heritage Act*, built heritage resources, cultural heritage landscapes, archaeological resources, paleontological resources and both documentary and material heritage (The London Plan 2015).

**Development:** the creation of a new lot, a change in land use, or the construction of buildings and structures requiring approval under the Planning Act (PPS 2014).

**Heritage Attribute:** In relation to real property, and to the buildings and structures on the real property, the attributes of the property, buildings and structures that contribute to their cultural heritage value or interest; “attributs patrimoniaux” (*Ontario Heritage Act*, Section 1). (For *Ontario Heritage Act* matters).

The principle features or elements that contribute to a protected heritage property’s cultural heritage value or interest, and may include the property’s built or manufactured elements, as well as natural landforms, vegetation, water features, and its visual setting (including significant views or vistas to or from a *protected heritage property*) (PPS 2014).(For *Planning Act* matters).

**Heritage Impact Assessment:** a study to determine if any cultural heritage resources (including those previously identified and those found as part of the site assessment) or any areas of archaeological potential, are impacted by a specific proposed development or site alteration. It can also demonstrate how the cultural heritage resource will be conserved in the context of redevelopment or site alteration. Mitigative or avoidance measures or alternative development approaches may also be recommended (Ministry of Culture 2006a).

**Heritage Value:** The aesthetic, historic, scientific, cultural, social or spiritual importance or significance for past, present or future generations. The heritage value of an historic place is embodied in its character-defining materials, forms, location, spatial configurations, uses and cultural associations or meanings (Parks Canada 2010).

**Historic Place:** A structure, buildings, group of buildings, district, landscape, archaeological site or other place in Canada that has been formally recognized for its heritage value (Parks Canada 2010).

**Panoramic Views:** broader, non-enclosed views; they may contain a ‘visual mosaic’ of varied features, or broader ‘textural’ patterns of activities (Ontario Heritage Toolkit).

For the purposes of the St. George-Grosvenor HCD Study:

**Panoramic View A:** wide unobstructed view: wide view in open space not limited by streetscape. Open views, good vantage points etc. Experienced primarily by active transportation modality: pedestrian, cycling and boating on the river. Therefore viewed at much slower speeds with view not confined by attention to driving.

**Panoramic View B:** wide view as above but influenced by vegetation/seasonality: Wide view in open space not limited by streetscape but views are affected by vegetation. Therefore unobstructed views after leaf drop and filtered or even closed views during in-leaf seasons. Open views, good vantage points etc. Experienced by active transportation modality: pedestrian, cycling and boating on the river. Therefore viewed at much slower speeds with view not confined by attention to driving.

**Preservation:** The action or process of protecting, maintaining, and/or stabilizing the existing materials, form, and integrity of an historic place, or of an individual component, while protecting its heritage value (Parks Canada 2010).

**Protected Heritage Property:** Property designated under Parts IV, V, or VI of the *Ontario Heritage Act*; property subject to a heritage conservation easement under Parts II or IV of the *Ontario Heritage Act*; property identified by the Province and prescribed public bodies as provincial heritage property under the Standards and Guidelines for Conservation of Provincial Heritage Properties; property protected under federal legislation, and UNESCO World Heritage Sites (PPS 2014).

**Rehabilitation:** The action or process of making possible a continuing or compatible contemporary use of an historic place, or an individual component, while protecting its heritage value (Parks Canada 2010).

**Restoration:** The action or process of accurately revealing, recovering or representing the state of an historic place, or of an individual component, as it appeared at a particular period in its history, while protecting its heritage value (Parks Canada 2010).

**Significant:** in regard to cultural heritage and archaeology, resources that have been determined to have cultural heritage value or interest for the important contribution they make to our understanding of the history of a place, an event or a people (PPS 2014).

**Site Alteration:** means activities, such as grading, excavation and the placement of fill that would change the landform and natural vegetative characteristics of a site (PPS 2014).

**Statement of Cultural Heritage Value or Interest:** identifies the property's heritage significance; and should convey why the property is important and merits designation, explaining cultural meanings, associations and connections the property holds for the community. This statement should reflect one or more of the standard designation criteria prescribed in the designation criteria regulation under the *Ontario Heritage Act*. The Statement of Cultural Heritage Value or Interest is also the basis upon which any person can object to or question the proposed designation (Ontario Heritage Toolkit *Designating Heritage Properties* 2006).

**Vantage Point:** Vantage points refer to the fixed point from which a viewscape is viewed. In the Viewscape Inventory, these vantage points are located at approaches to the HCD Study Area.

**Viewscope:** The visual relationship between the observer and landscape or landscape feature, and may include scenes, panoramas, visual axes and sight lines. Viewscapes may include a foreground, middle ground and background (Standards and Guidelines for the Conservation of Historic Places in Canada).

For the purposes of the St. George-Grosvenor HCD Study, the term 'viewscape' and the abbreviated term 'views' will be used interchangeably.

### **Type of Viewscapes**

1. Vistas
2. Panoramic Views

### **Viewscope Ranking**

For the purposes of the St. George-Grosvenor HCD Study, the following ranking categories were developed: significant, contributing, non-contributing and detrimental. The ranking categories characterize the visual quality of the viewscape as it is seen from the mapped vantage point (see Map 6.2 page 84). The visual quality of the viewscape may be different at other locations along the street, but only vantage points at entrance points to the HCD Study Area were required to be analyzed in this study.

**Significant:** view of significant cultural heritage features as per inventory, including designated and listed properties. Viewshed includes mature organized (rhythmic) streetscape and a visual cohesion of heritage buildings reflecting similar eras, typographies and massing.

**Contributing:** view of contributing heritage attributes. Similar to significant but Viewshed includes introduction of 1-2 buildings of contemporary architecture, loss of uniformity of mature street trees.

**Non-contributing:** Viewshed consists of built heritage resources that is predominately not reflective of historic period of Study Area and/or consists of numerous construction periods and building types and uses: i.e. single detached, commercial usages, apartments etc. Compromised streetscape, such as lack of street trees or grassed boulevard. Lack of uniform massing of buildings.

**Detrimental:** views of detrimental elements not harmonious and even detract with character of the HCD Study Area.

**Additional Contributions of Viewscapes.**

Is Viewscape representative of the general Heritage Character of St. George Grosvenor Study Area?

Are the vantage points or focal points of the viewscape considered to be significant locations, such as gateways or individual heritage features?

Are other conservation measures, outside of HCD designation, appropriate for the viewscape? (if alteration to physical/tangible features would impact the visual integrity of an important historical viewscape?) E.g. Identifying it as a significant heritage view? Designating key features within the viewscape under Part IV? Implementing special policies or other planning mechanisms?

**Vista:** defined views enclosed by buildings/structures, land forms, vegetation from stationary vantage point (Ontario Heritage Toolkit)

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