



Department of Planning
& Development Services
TELEPHONE 905-468-3266
FACSIMILE 905-468-0301

The Town of Niagara-On-The-Lake

1593 FOUR MILE CREEK ROAD
P.O. BOX 100
VIRGIL, ONTARIO
LOS 1T0

August 3, 2011
Municipal Heritage Committee Report MHC-11-078

Report To: Niagara-on-the-Lake Municipal Heritage Committee

Subject: 144 & 176 John Street – Request for Comment – Romance Inn & Artist Centre – Official Plan & Zoning By-law Amendment Application

1. RECOMMENDATION

It is respectfully recommended that:

- 1.1 The MHC provides assistance and advice to the applicant with respect to masterplan, the design of new buildings on the site and the impact on neighbouring heritage resources and the streetscape.
- 1.2 The Heritage Impact Assessment follows the Ministry guidelines for Heritage Impact Assessments in the Ontario Heritage Toolkit.
- 1.3 The Heritage Impact Assessment provides for mitigative measures to protect views, the cultural heritage landscape and the existing buildings on the site. These mitigative measures are recommended to be followed.
- 1.4 The masterplan is designed to locate most new buildings and additions at the rear of the property which protects the natural and cultural heritage landscape.
- 1.5 The location of new additions behind existing buildings is a good approach to protecting the heritage resources.
- 1.6 The property be designated under Part IV of the Ontario Heritage Act in order to provide additional protection for the heritage resources from the impact of any future alterations to the site.
- 1.7 The Heritage Impact Assessment provides some comments with respect to the design of the new buildings and additions. However, the new structures are much larger than the existing ones and the complex design may dominate both the landscape and the existing buildings. The design should be simplified to allow the landscape and the existing structures to remain prominent features of the site.

2. PURPOSE

The purposed of this report is to request the MHC's comments with respect to an application for an Official Plan and Zoning By-law Amendment to permit an inn and artist centre on the property at 144 & 176 John Street known as Randwood and the impact of the application on the heritage resources and cultural heritage landscape on the property.

3. BACKGROUND

The developer is proposing to construct a hotel with 106 suites, a restaurant, a space and conference facility, an artists' centre, an events pavilion and a seed house. The development will have 81 above grade and 119 sub-grade parking spaces.

Currently the lands are designated Established Residential and Conservation in the Town's Official Plan and are zoned Established Residential ER-15 which permits a single detached dwelling and a private school. The property is the subject of both a zoning and official plan amendment to permit the proposed development.

The applicant has provided a preliminary concept plan or master plan of the property, elevations for buildings 4 and 5 (the main house), building 6 (the events pavilion), buildings 7 and 3 (the coach house) and floor plans for the main house, additions to the main house and the spa.

A planning report includes, among other things a heritage impact assessment, environmental impact assessment, preliminary archaeological study and a landscape preservation report.

Site Description

The property is located at the southwest corner of John and Charlotte Streets. The site is approximately 13.29 acres in size and is surrounded on 2 sides (Charlotte and John Street) by a stone and brick wall. There are 3 existing buildings on the site, the original brick Randwood house, the frame Devonian House and a renovated coach house.

The property is bisected by One Mile Creek which runs generally north south through the property on the west side. The creek splits at the rear of the properties on Christopher Court. At this point a tributary of the creek runs east/west through the estate.

The estate is bounded to the north by the large open space known as the Commons and the buildings constituting Butler's Barracks. The lands and buildings are owned and operated by Parks Canada. To the south and east are large residential estate properties. The property at 588 Charlotte Street is the location of the original Randwood stables which have been converted to a residential use. The property at 200 John Street was also once part of the estate and is accessed by a long laneway which borders the east side of the subject property.

Ontario Heritage Act

It is listed on the Town's Register of Heritage Resources as a Non-designated property. The Heritage Character Statement provides the following description of the property and those who lived there.

The site of the building now known as Randwood was originally part of a 160 acre Crown grant made in favour of Peter Russell, an important figure in early Upper Canada – Receiver General from 1792 to 1796, and President of the Executive Council. In 17987, before moving to York, Russell sold to William Dickson. William the elder was born in Dumfries, Scotland in 1769 and came to Niagara in 1785, where he managed mills and store for Robert Hamilton, his cousin. Dickson granted part of the purchase to his eldest son, Robert, in 1821. It was he who built the oldest course of the present

building in 1825. William also granted part of the purchase to his second son, William Jr. This was to become Brunswick Place.

Another of William Dickson's sons, Walter Hamilton Dickson, began to sell parts of the property in the 1860's. Just over fourteen acres, an area of which came to be known as Rowanwood, was sold in 1866 to Carolyn Robertson. A further forty-seven acres, an area then known as Woodlawn, was sold in 1873 to General Henry L. Lansing of the United States Army. It was at this time that extensive renovations were made to the original structure, adding the Second Empire features – and the imposing tower – which are still extant.

In 1905 General Lansing's son, Livingston, sold Woodlawn to Catharine Macdonald. Upon her death in 1910, it was sold to George F. Rand, the banker and philanthropist. He renamed the property Randwood. In 1919 Rand also purchased nearby Rowanwood, which had passed from Robertson to the Lewis family and from then to Benjamin Greening. The Sheets house (Devonian House) was built in 1921, as a wedding present for Evelyn Rand and Lt. Henry Bennett Sheets. The original Rowanwood is now represented by an old coach house located behind Sheets House.

Both properties were sold by Evelyn and her four grandchildren in 1976. The Devonian Foundation and then the Niagara Institute (after 1980) were owners in turn.

Description of Heritage Attributes

Key exterior attributes that embody the heritage value of the Rand Estate as one of the best large early estates and two of the finest residences in Niagara-on-the-Lake include

- Randwood: Second Empire façade, wraparound verandah, rear tower, quoins, solarium, extensive and well-landscaped grounds containing many mature trees.
- Sheets (Devonian) House: Colonial Revival façade, Edwardian verandah, moulded doorcase with decorative transom, three dormers, shiplap siding.

The house is adjacent to Brunswick Place, and the two properties turned this section of John Street into a major part of the American summer vacation movement in the late 19th and early 20th centuries.

4. DISCUSSION/ANALYSIS

The Municipal Heritage Committee reviewed preliminary designs for the proposed development on at least 2 occasions before the Official Plan and Zoning By-law Amendment applications were submitted.

In February 2010 a "workshop" was held with a number of members of the MHC. Comments made by members of the committee at the workshop included:

- Use of underground parking is a good design concept.
- How will the buildings fit into the landscape?
- The design of the addition to the coach house needs to be toned down.
- Generally the design of the new buildings and building additions is too complex.

The MHC also reviewed the proposal at the meeting of March 9, 2010 and made the following comments.

- The original Neo-classical building has already been significantly altered.
- The design is too detailed and overpowering.
- To do it right will be expensive and it will need close attention to the details during design and construction.
- The high level of detail and complex design of the buildings does not suit the more simple character of buildings in the Old Town.
- Very busy and complicated and may be difficult to execute successfully.
- The committee recognizes that the sketches are just impressions of what the applicant hopes to achieve.
- Keep it simple and take cues from the existing buildings to tie things together.
- Try to build upon the architectural style of the existing buildings.
- Maintain the cultural heritage landscape.
- The Artists' Center seems to be going in the right direction. It does not need to mimic the house. It reflects the architectural simplicity and style of the Coach House.
- Very ambitious project.

Now that the planning application has been received and a heritage impact assessment has been provided, Council is seeking input from the MHC with respect to the proposed Official Plan and Zoning By-law Amendments and the possible impact of the development on the property's heritage resources and cultural heritage landscape.

In recognition of the heritage value of the property, the applicant included a Heritage Impact Assessment completed by ecoplans Limited and Nexus Architects as part of the planning justification. The assessment was completed in the spring of 2008. The consultants completed an inventory and analysis of the property and conducted historical research in order to determine the important heritage attributes and elements of the site and their significance with regard to events and movements that influenced local and national history. This information was then used to analyze the impacts of the proposed development to the existing heritage resources and any mitigation that might be required in order to protect those resources.

The consultants concluded that the majority of the proposed development is sensitive to the context and layout of the property and avoids demolition of any significant heritage assets on the site including the designed landscape features. The existing heritage resources will be retained, conserved and adaptively re-used and the majority of new construction will be carefully located in areas that are behind significant built resources or on the back portions of the property away from the significant cultural heritage landscape which is largely located on the front 2/3 of the site.

The report notes the most significant alteration is the re-opening of the entry along John Street which will lead to the new events pavilion. This will change the character of the existing streetscape. The consultants recommend mitigation of the impact of the events pavilion through the use of screening along the pavilion.

In conclusion, the Heritage Impact Assessment supports the efforts of the applicant to protect the heritage resources and landscape on the site while providing a viable new use for the heritage asset that will preserve and conserve it into the future.

The report is thorough and in general follows the guidelines provided by the Ministry of Tourism and Culture with respect to the Heritage Impact Assessments. This guideline is found in the Ontario Heritage Toolkit provided by the Ministry.

The report provides recommendations for the short term conservation of the cultural heritage landscape including:

- Protecting trees during construction.
- Protecting all heritage landscape features during construction.
- Transplanting trees prior to construction commencing and protecting them during construction.
- Stockpiling areas shall be located away from significant elements of the cultural landscape.
- Protecting the central axis terminating at the main house and maintaining existing elements. As vegetations matures and dies over time it should be replaced with the same species or species of similar character.

The report also provides recommendations for long term conservation measures for both the built form and landscape form including:

- Maintaining existing building in situ and with existing exterior features.
- Making a complete tree inventory and developing a management plan.
- Long term management of the Dunnington-Grubb landscape.

These recommendations will provide protection for the most significant heritage resources on the property. The committee should support these recommendations and encourage the owners to follow them during construction.

The impact assessment also addresses the proposed design of the new buildings and additions to buildings on the site and states that the style is an elaboration of the original stylistic roots of the buildings and is inspired by the artistic vision of the owner. While normally simpler, more modern building styles would be more appropriate, the report indicates that some measure of license should be granted to the owner to complete her vision.

While the report is generally supportive of the design, the proposed additions are both large and elaborate. Their size and complexity may be such that they will tend to subsume the much smaller and simpler structures on the property such as the Coach House. As a result, the new buildings and additions may dominate the landscape and the existing heritage resources. Care and a light hand would ensure that the new buildings are secondary to both the landscape and the existing buildings.

Although the Heritage Impact Assessment does not address designation under Part IV of the Ontario Heritage Act, designation would provide additional long term protection for the heritage resources on the site and ensure that any future alterations to the property do not negatively impact these resources.

Points for Discussion

- Does the Heritage Impact Assessment conform to the Ministry guidelines?
- Is it thorough?
- Are the analysis of the property and the impacts of the proposed development on the property thorough explored? Is the assessment of the impacts accurate?
- Should there be additional mitigative measures to protect the heritage resources on the site and the cultural heritage landscape?
- Should the property be designated under Part IV of the Ontario Heritage Act in order to provide for additional long term protection of significant heritage resources?
- What is the impact of the development on neighbouring heritage resources such as the 200 and 210 John Street and the Commons?
- Do the addition of a new entrance and the creation of a new view axis into the property have a positive or a negative impact on the John Street streetscape character?
- Is the design of the additions to the existing buildings appropriate? Are the additions too large? Do they subsume the smaller buildings on the site? Are the masse, scale and proportions appropriate in relation to the existing buildings? Do they conserve the cultural heritage landscape? Is the style appropriate in relation to the existing buildings on the site? Do they integrate successfully with the existing buildings?
- Is the masterplan respectful of the natural and cultural heritage resources on the site? Are the new buildings and facilities appropriately located to mitigate any negative impacts on the property?

5. FINANCIAL IMPLICATIONS

There are no added costs to the Town.

6. COMMUNICATION/NEXT STEPS

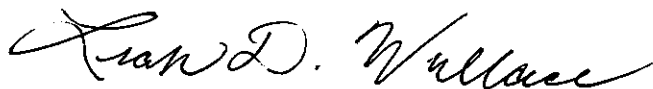
The MHC will provide comments and recommendations to planning staff and the applicant with respect to the proposed development. Planning staff will integrate the committee's comments into the planning report. If changes are recommended, the applicant's architect has the opportunity to make them. At site plan stage the applicants will return to the committee for further review.

7. CONCLUSION

The applicant has provided a thorough and well written Heritage Impact Assessment that analyses the history of the property, the existing heritage resources and cultural heritage landscape and proposes some mitigative measures with respect to site lines and buffering. Generally the assessment is supportive of the proposed development and of the design of the additions to the existing buildings and the new buildings that will be located on the site. In analyzing and commenting on the heritage impact assessment and the proposed mitigation, the MHC should consider the impacts on neighbouring properties, some of which are also significant heritage resources; the existing buildings on the site and the streetscape. The MHC should also consider recommending that the property be designated under Part IV of the Ontario Heritage Act in order to provide additional protection with respect to any future alterations to the property.

The committee should provide comments with respect to the masterplan and how the proposed location of the buildings, parking etc. impacts the heritage resources. The mass, scale and design of the proposed building additions and the new buildings that will be constructed on the property should also be addressed as they relate to the site, the landscape and the existing structures.

Respectfully submitted:

A handwritten signature in cursive script that reads "Leah D. Wallace". The signature is written in black ink and is positioned above the printed name.

Leah Wallace, MCIP, RPP
Planner Heritage & Urban Design



TOWN OF NIAGARA-ON-THE-LAKE

Planning & Development Services
1593 Four Mile Creek Rd. – P.O. Box 100, Virgil, ON L0S 1T0
Tel. – (905) 468-3266
Fax – (905) 468-0301

Description of Property

The Rand Estate – 144 & 176 John St.
Niagara-on-the-Lake, ON L0S 1J0



The Rand Estate is a vast property, containing two significant structures, Randwood – a three-storey grand mansion – and Sheets House – a two-and-a-half storey residence – in Niagara-on-the-Lake's Old Town.

Statement of Cultural Value or Interest

The cultural heritage value of 144 & 176 John St. lies mainly in the age and design of the two structures, as well as the manifold historical associations which they maintain.

The site of the building now known as Randwood was originally part of a 160-acre Crown grant made in favour of Peter Russell, an important figure in early Upper Canada – Receiver General from 1792 to 1796, and President of the Executive Council. In 1798, before moving to York, Russell sold to William Dickson. William the Elder was born in Dumfries, Scotland in 1769, and came to Niagara in 1785, where he managed mills and a store for Robert Hamilton, his cousin. Dickson granted part of the purchase to his eldest son, Robert, in 1821. It was he who built the oldest course of the present building, in 1825. (William also granted part of the purchase to his second son, William Jr. This was to become Brunswick Place.)

Another of William Dickson's sons, Walter Hamilton Dickson, began to sell parts of the property in the 1860s. Just over fourteen acres, an area which came to be known as Rowanwood, was sold in 1866 to Carolyn Robertson. A further forty-seven acres, an area then known as Woodlawn, was sold in 1873 to General Henry L. Lansing of the United States Army. It was at this time that extensive renovations were made to the original structure, adding the Second Empire features – and the imposing tower – which are still extant.

In 1905 Gen. Lansing's son, Livingston, sold Woodlawn to Catharine Macdonald. Upon her death in 1910, it was sold to George F. Rand, the banker and philanthropist. He renamed the property Randwood. In 1919, Rand also purchased nearby Rowanwood, which had passed from Robertson to the Lewis family, and from thence to Benjamin Greening. The Sheets house was built in 1921, and served as a wedding present for Evelyn Rand and Lt. Henry Bennett Sheets. (The original Rowanwood is now represented by an old coach-house located behind Sheets House.)

Both properties were sold by Evelyn, and her four grandchildren, in 1976. The Devonian Foundation, and then the Niagara Institute (after 1980) were owners in turn.

Description of Heritage Attributes

Key exterior attributes that embody the heritage value of The Rand Estate as one of the best large, early estates – and two of the finest residences – in Niagara-on-the-Lake include

- Randwood: Second Empire façade, wraparound verandah, rear tower, quoins, solarium, extensive and well-landscaped grounds containing many mature trees.
- Sheets House: Colonial Revival façade, Edwardian verandah, moulded doorcase, with decorative transom, three dormers, shiplap siding.

N.B. The house is adjacent to Brunswick Place, and the two turned John St. into a major part of the American summer vacation movement of the late-nineteenth and early-twentieth centuries.

**CORPORATION OF THE TOWN OF NIAGARA-ON-THE LAKE
MUNICIPAL HERITAGE COMMITTEE
MEETING MINUTES**

The members met on Tuesday, August 9, 2011 in Council Chambers
at 7:30 PM

Present

Doug Newman, Chair, Councillor Jim Collard, Councillor Gary Zalepa, Drew Chapman, Rob Mackenzie, Tom Patterson, Don Chapman, Bob Watson, Janice Johnston

Regrets

Staff

Leah Wallace, Heritage Planner
Ursula Krugel, Administrative Assistant

1. Declaration of Conflict of Interest

Rob Mackenzie declared a conflict of interest regarding MHC-11-078.

**2. Report MHC-11-071
MHC Minutes & Recommendations – July 12, 2011**

RECOMMENDATION #1

It was moved by Tom Patterson that Recommendation #1 in MHC-11-071 be adopted to include that the minutes of the Municipal Heritage Committee meeting held July 12, 2011 be received.
CARRIED.

3. Deputations

**3.a) Les Andrew & Ron Woodfine
MHC-11-074 - 127 Front Street - Request to Demolish**

2003 demolition permit
Backwards house – not much archit merit.
Not open modern living – (he is wheelchair bound)
Location of house inappropriate for lot.
Week of August 22 – date to view 127 Front. After 10:00

RECOMMENDATION #2

It was moved by Rob Mackenzie that:

1. Before providing a recommendation to Council regarding demolition of the house at 127 Front Street, members of the committee visit the property in order to provide a more detailed assessment of its heritage value and structural integrity and that a report be prepared for the September MHC meeting with respect to the members' assessment.
2. If the MHC recommends demolition of the house, that the owner provide an undertaking that the house will not be demolished until such time as the MHC has approved drawings and plans for the new house.

CARRIED.

3.b) Casey McNab
MHC-11-075 - 233 King Street - Signage

RECOMMENDATION #3

It was moved by Jim Collard that:

1. The Ontario Heritage Act Permit application to install 2 "The Dog Store" fascia board signs over the front and rear doors and 2 window signs inside the glass entrance doors at 233 King Street according to the specifications submitted on August 3, 2011 be approved with the following condition.
 - The gold selected for the sign is bright and must be toned down slightly to give it a more tarnished appearance. Or reverse colours. Subject to heritage planner for final review.

CARRIED.

3.c) Wayne Murray
MHC-11-076 - 115 Ricardo Street - Garage Addition

RECOMMENDATION #4

It was moved by Gary Zalepa that:

1. This is a well designed addition to the house. It is a creative solution to a difficult site and will enhance both the building and the streetscape and provide for additional living space for the owners.
2. The proportions, scale and all architectural features integrate successfully with the existing house.

CARRIED.

3.d) Mark Holmes
MHC-11-077 - 235 Simcoe Street - Rear Addition

RECOMMENDATION #5

It was moved by that:

1. The Ontario Heritage Act Permit Bob Watson application to construct a second storey addition to the existing rear addition at 235 Simcoe Street (The Morley-Gallagher House) according to the specifications submitted on July 28, 2011 be approved with the following conditions.
 - That detailed drawings of the window trim, eave returns, cornice, soffit and fascia boards be submitted to planning staff for final review before the Building Permit is issued.
 - That the new second storey roof of the proposed addition must consist of cedar shingles to match the roof on the existing house and the existing roof on the rear addition.

CARRIED.

001255

3.e) Greg Hynde & Michael Allen
MHC-11-078 - 144 & 176 John Street - Official Plan & Zoning By-law
Amendment - Romance Inn and Art Centre

Deferred. By letter cause of designation.

Participate in special meeting. Committee?

Jim – yes we should meet with them. Planning meeting with public not take place until October. Would not be time for planner to include committee's comments into planning report so option is to delay the public meeting. To discuss with applicants.

1-5 stand behind – no issues with

6 – clients would want to ask certain questions.

7 – explain to committee some of rationale of certain structures.

Special meeting only to be 45 min. – timing.

Sept. 26 – public meeting.

Defer 1.6 & 1.7 and discuss at special meeting.

Jim feels to defer whole thing – arrange a meeting to discuss this project.

Go through everything and then discuss.

Don – we need to work in continuity with project. Probaby a number of changes along the way. Needs continuous involvement. Heritage resources on sight are the design landscape and original buildings those things are resources of some significance. Give proponents a chance to speak to things. Time frame is squeezed – Sept 26 – public meeting.

Bob – problem is massing – hard to visualize. From street hard to get feel.

Suggests being on site and talk about heritage elements and the impact of buildings and how affected – can make better judgement call then.

Next week – possibility. On site – to explain relationship and rationale.

Gary – heritage assessment is good beginning – could work through points.

Willing to go to 1.1 – 1.5 and.

Motion – bob Watson defer the entire application to be heard at a special meeting to be held on site week of August 16. Leah to make arrangements.

CARRIED.

RECOMMENDATION #6

It was moved by that:

1. The MHC provides assistance and advice to the applicant with respect to the masterplan, the design of new buildings on the site and the impact on neighbouring heritage resources and the streetscape.
2. The Heritage Impact Assessment follows the Ministry guidelines for Heritage Impact Assessments in the Ontario Heritage Toolkit.
3. The Heritage Impact Assessment provides for mitigative measures to protect views, the cultural heritage landscape and the existing buildings on the site. These mitigative measures are recommended to be followed.
4. The masterplan is designed to locate most new buildings and additions at the rear of the property which protects the natural and cultural heritage landscape.
5. The location of new additions behind existing buildings is a good approach to protecting the heritage resources.
6. The property be designated under Part IV of the Ontario Heritage Act in order to provide additional protection for the heritage resources from the impact of any future alterations to the site.
7. The Heritage Impact Assessment provides some comments with respect to the design of the new buildings and additions. However, the new structures are much larger than the existing ones and the complex design may dominate both

4. Business

**4.a) MHC-11-072
Developments in Heritage**

RECOMMENDATION #7

It was moved by Jim Collard that the following correspondence, notices and publications be received:

- *The architecture lover's manifest, The Globe and Mail*, Friday, July 1, 2011
- *In Kleinburg, legacy might not be enough, National Post*, June 6, 2011
- Email from Julian Smith re: Cedar Roof - replacement options
- *Canada's Youth - Heritage Stewards and Storytellers of Tomorrow, Municipal World*, June 2011
- Notice of Public Meeting, 1168 Line 8 Road, Zoning Change, August 15, 2011
- Notice of Passing of Official Plan & Zoning By-law Amendment - 797 Line 2 Road
- Notice of Passing of Zoning By-law Amendment - Queenston Secondary Plan
- Notice of Passing of Zoning By-law Amendment - 1210 Line 8 Road
- Notice of Passing of Draft Plan of Subdivision Approval - Cannery Park Subdivision, St. Davids

CARRIED.

4.b) MHC-11-073 - National Designation - Queenston Quarry

World heritage stone – trying to get. 1st Ontario railroad went through there.

RECOMMENDATION #8

It was moved by Jim Collard that:

1. Council support the designation of the Queenston Quarry as a National Historic Site and that a letter of support for the designation be forwarded to the Historic Sites and Monuments Board of Canada.

CARRIED.

5.

Jim Collard – not supportive for allowing for vinyl on queen street – hoping to address what our policy is in event of catastrophe. Need to have a policy in place that in the event of this....Perhaps amend the district plan to specify what is acceptable and what is not. List what materials are acceptable and which are not.

THE MEETING ADJOURNED AT 8:45PM