

## REPORT

### PLANNING AND DEVELOPMENT COUNCIL MEETING

MEETING DATE: MAY 15, 2017

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**FROM:** Planning Services Department

**DATE:** May 8, 2017

**SUBJECT:** Cultural Heritage Landscape Strategy – Phase Two

**LOCATION:** Town wide

**WARD:** Town wide

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**RECOMMENDATION:**

1. That the Cultural Heritage Landscape Assessment Reports attached in the appendices to the report from the Planning Services department, *Cultural Heritage Landscape Strategy – Phase Two*, be received;
2. That the property at 1333 Dorval Drive be recognized as a significant cultural heritage landscape and move into Phase Three: Implementation of Protection Measures;
  - a. That, as directed by Council on February 1, 2016, the property at 1333 Dorval Drive have priority for the completion of Phase Three;
3. That the property at 1086 Burnhamthorpe Road East be recognized as a significant cultural heritage landscape and move into Phase Three: Implementation of Protection Measures;
4. That the property at 2031 North Service Road West be recognized as a significant cultural heritage landscape and move into Phase Three: Implementation of Protection Measures;
5. That the property at 4243 Sixth Line be recognized as a significant cultural heritage landscape and move into Phase Three: Implementation of Protection Measures;
6. That no further action be taken as part of the Cultural Heritage Landscapes Strategy with respect to the high priority properties not identified as significant cultural heritage landscapes – 3367 Dundas Street West and 3451 Tremaine Road;

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7. That \$150,000 be added to the Heritage Planning Studies budget (project #63101702) funded from the General Working Capital Reserve to complete the Phase Three work on high priority properties that have been identified as significant cultural heritage landscapes; and
8. That the remaining medium and low priority properties from Phase One of the Cultural Heritage Landscape Strategy Implementation be addressed in the annual Heritage Planning Work Plan in 2018.

**KEY FACTS:**

The following are key points for consideration with respect to this report:

- The Town of Oakville adopted the Cultural Heritage Landscapes Strategy in January 2014.
- Phase One of the Cultural Heritage Landscape Strategy implementation was completed in February 2016.
- Heritage Assessment reports have been completed for six of the eight high priority properties in Phase Two of the Cultural Heritage Landscape Strategy Implementation.
- The remaining assessments for Bronte Harbour and Bronte Bluffs are still in progress and will be brought forward at a future meeting.
- The Heritage Oakville Advisory Committee has reviewed the six Cultural Heritage Landscape Assessment reports and has endorsed them.

**BACKGROUND:***Cultural Heritage Landscapes Strategy*

In January 2014, the Town of Oakville adopted the Cultural Heritage Landscapes Strategy, which set the foundation for the primary identification of candidate cultural heritage landscapes and the future inventory and evaluation of significant cultural heritage landscapes. It also developed a formal process for addressing the conservation of cultural heritage landscape resources in the Town of Oakville.

The Cultural Heritage Landscape Strategy is based on best practices in municipal heritage planning and applicable legislation, including the *Planning Act*, the *Provincial Policy Statement (2005)* and the *Ontario Heritage Act*. Section One of the Strategy provides an introduction to cultural heritage landscapes and the applicable legislation. Section Two defines what cultural heritage landscapes are and how to identify and evaluate them. Section Three outlines the legislation and tools that are available to preserve and protect cultural heritage landscapes and Section Four provides the conservation strategies to preserve and commemorate cultural heritage landscapes. The strategy is not an exhaustive study on the history of Oakville, nor is it a comprehensive inventory of all potential cultural heritage landscapes in the town.

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Later in 2014, the province of Ontario published an update to the *Provincial Policy Statement* (PPS). The 2014 PPS specifically addresses cultural heritage landscapes in sections 1.7 and 2.6 and it should be noted that the Cultural Heritage Landscape Assessment reports that are the subject of this staff report utilize the policies of the updated 2014 PPS.

#### *Implementation of the Cultural Heritage Landscapes Strategy*

During the presentation of the “Heritage Planning Work Plan Update 2015-2017” on February 9, 2015, Town Council “*requested staff to undertake a review of the town’s major open space areas in order to determine if they should be appropriately designated as a cultural heritage landscape, and further if the work cannot be completed in 2015, staff are requested to report to the budget committee on the required resources to complete this study in 2015.*” A report was sent to the Budget Committee in March 2015 identifying the additional funding that would be required to begin implementation of the Cultural Heritage Landscapes Strategy. The implementation was broken into three phases:

- Phase One: Inventory
- Phase Two: Research and Assessment
- Phase Three: Implementation of Protection

A Request for Proposals (RFP) for the Cultural Heritage Landscapes Strategy Implementation was issued by the town in the summer of 2015. Laurie Smith Heritage Consulting, in partnership with Amy Barnes Consulting, Chris Uchiyama Heritage, Hoyle & Associates, and Katherine E. Smit Consulting, was retained by the Town of Oakville in July 2015 to provide consulting services for the Phase One Inventory of the Cultural Heritage Landscape Strategy Implementation.

#### *Phase One: Inventory*

The Phase One Inventory included 63 properties identified by staff and stakeholders and each inventory report included site details, photos, maps and an assessment of the priority level for protection of the property. The inventory recognized eight high priority properties, 16 medium priority properties, 27 low priority properties and 12 properties for which no further action was recommended.

Properties that were assessed by the consultant to be high priority were considered vulnerable to change (development pressures, natural forces, neglect), with insufficient existing protection and a high level of cultural heritage value or interest.

On February 16, 2016, Council directed the eight high priority properties to proceed to Phase Two of the implementation of the Cultural Heritage Landscape Strategy, Research and Assessment.

**COMMENT/OPTIONS:***Phase Two: Research and Assessment*

The objective of Phase Two of the implementation of the Cultural Heritage Landscape Strategy was to build on the findings of the first phase and complete cultural heritage landscape assessments for recommended properties from Phase One. These Cultural Heritage Landscape Assessment reports have been prepared by Letourneau Heritage Consulting, who was retained for Phase Two of the Cultural Heritage Landscape Strategy Implementation for the eight high priority properties identified in 2016. These properties include:

- Bronte Harbour (3014 Lakeshore Road West)
- Bronte Bluffs (35 West River Street)
- Bowbeer Farmstead (1086 Burnhamthorpe Road East)
- Raydor Estate/Glen Abbey (1333 Dorval Drive)
- McMichael Farm – now Rivaz Farm (3367 Dundas Street West)
- Hilton Farm (2031 North Service Road)
- Biggar Farm (4243 Sixth Line)
- Remnant Farmstead – now Van Sickle Farm (3451 Tremaine Road)

*Phase Two Methodology*

The Cultural Heritage Landscape Assessments were developed using a consistent methodology that is outlined below:

- Cultural Heritage Landscape Policy Analysis  
The consulting team reviewed heritage conservation best practices as they relate to cultural heritage landscapes, and reviewed the existing work completed to date by and for the Town of Oakville. This review considered how cultural heritage landscapes are identified, and evaluated.
- Site Specific Analysis
  - Property overview – Identification of current conditions, topography, physical description and mapping;
  - Study Area – Description of the physical context, adjacent properties, surrounding landscape for each property;
  - Site History – Undertook primary and secondary research at historical societies and library, Land Registry Office, archival collections and aerial maps and historic images;
  - Site Visit – Documentation of current conditions of site and environs;
  - Historical Themes, Cultural Landscape Layers and Views – Identification of the key thematic periods of each property, the key cultural landscape layers and associated views; and

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- Evaluations – Use of Ontario Regulation 9/06 criteria, Ontario Regulation 10/06 criteria, 2014 Provincial Policy Statement and the Criteria, General Guidelines, & Specific Guidelines for evaluating subjects of potential national historic significance, and in the case of 1333 Dorval Drive, European institute of Golf Course Architects (EIGCA) Criteria.
- Engagement  
Engagement was ongoing throughout the project, not only to gain additional information, but also to confirm the accuracy of the team's findings. Each property owner and a number of local groups with an interest in Oakville's cultural heritage were contacted. Materials sought were specific to developing an understanding of the history of property owners, property changes, or the historical and geographical context.

A public open house was also held on Tuesday, March 7, 2017 for the purpose of collecting information on the eight high priority properties. The open house was attended by approximately 45 people with town staff and members of the consulting team on hand to collect information.

Each of the owners/representatives of the privately owned properties were invited to schedule a meeting with town staff to review the preliminary research findings between March 20 and 31. Meetings were held with the property owners/representatives of: 1333 Dorval Drive, 3451 Tremaine Road, 3367 Dundas Street West and 2031 North Service Road. A meeting with the property owner of 4243 Sixth Line may take place soon and staff are waiting on confirmation from the owner.

- Report  
Based upon the foregoing work, a Cultural Heritage Landscape Assessment report was prepared for each property. Each report includes:
  - An executive summary, introduction and methodology;
  - A list of sources and stakeholder engagements;
  - Identification of the Study Area, including the property and adjacent area;
  - Background information on the history, design and context of the property;
  - Current and historical photographs and maps documenting the property;
  - Analysis of the dominant historical themes, layers, overlapping and/or nested cultural heritage landscapes, and significant views;
  - Evaluation of the property using Ontario Regulation 9/06 criteria, Ontario Regulation 10/06 criteria, 2014 Provincial Policy Statement,

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- the Historic Sites and Monuments Board of Canada (HSMBC) Criteria, General Guidelines, & Specific Guidelines for evaluating subjects of potential national historic significance, and in the case of 1333 Dorval Drive, European Institute of Golf Course Architects (EIGCA) Criteria;
- If needed, a draft summary of cultural heritage value and a list of features which may warrant conservation.

The Cultural Heritage Landscape Assessment reports for six of the high priority properties are attached in the appendices to this report. Digital copies of the reports are also available online here: <http://www.oakville.ca/business/cultural-heritage-landscape-strategy.html>

The two high priority properties that have not been included in this report are the town-owned Bronte Harbour and Bronte Bluffs. As the town has prioritized the completion of the draft assessment reports for the privately owned properties due to commitments made to those property owners, it has not yet had time to address the assessment for the Bronte Harbour and Bronte Bluffs. The assessment for these properties will be brought forward at a future meeting for review; however, town staff did not want to postpone the timely review of the privately owned properties in Phase Two. The assessment for Bronte Harbour and Bronte Bluffs will follow the same methodology as the assessment reports attached to this report.

#### Medium and Low Priority Properties

Heritage Planning staff will address the timeline for the remaining medium and low priority properties from the Phase One: Inventory in the 2018 Heritage Planning Work Plan.

#### Heritage Oakville Review

Draft Cultural Heritage Landscape Assessment reports for six of the high priority properties were released on April 13, 2017. These reports were considered by the Heritage Oakville Advisory Committee at their meeting on April 25, 2017. Heritage Oakville endorsed and forwarded all of the reports (with some minor changes suggested for several of the reports) to Council for consideration at its meeting of May 15, 2017. As a result of feedback received and further staff review, changes and corrections have been made to the Cultural Heritage Landscape Assessment reports that are attached as appendices to this report.

#### Next Steps - Recommendations

Heritage Planning staff recommend that Council receive and endorse the Cultural Heritage Landscape Assessment reports that are attached to this report as appendices A through F. Staff have the following specific recommendations for each property as follows:

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**1333 Dorval Drive – Glen Abbey/RayDor**

This property has been evaluated and found to have local, provincial and national significance using the tools described in Appendix A. The existing protection for this property is insufficient to recognize and protect a significant cultural heritage landscape. Heritage Planning staff recommend that this property proceed to Phase Three – Implementation of Protection Measures. As per Council's direction to give priority to the Glen Abbey property in its February 1, 2016 resolution, this will be the first property addressed in Phase Three.

**1086 Burnhamthorpe Road East – Bowbeer Farmstead**

This property has been evaluated and found to have local significance using the tools described in Appendix B. While the existing protection for this property requires updating to recognize and protect a significant cultural heritage landscape, there are currently no identified threats to the property. Staff recommend that the property proceed to Phase Three – Implementation of Protection Measures.

**2031 North Service Road West – Hilton Farm**

This property has been evaluated and found to have local significance using the tools described in Appendix D. While the existing protection for this property requires updating to recognize and protect a significant cultural heritage landscape, there are currently no identified threats to the property. Staff recommend that the property proceed to Phase Three – Implementation of Protection Measures.

**4243 Sixth Line – Van Sickle Farm**

This property has been evaluated and found to have local significance using the tools described in Appendix F. While the existing protection for this property requires updating to recognize and protect a significant cultural heritage landscape, there are currently no identified threats to the property. Staff recommend that the property proceed to Phase Three – Implementation of Protection Measures.

For greater clarity, Heritage Planning staff are recommending that no further action be taken in respect to the implementation of the Cultural Heritage Landscape Strategy for the properties located at 3367 Dundas Street West and 3451 Tremaine Road, as the Cultural Heritage Landscape Assessment reports for these properties have concluded that they do not contain significant cultural heritage landscape(s).

**Funding**

Should Council proceed to Phase Three – Implementation of Protection Measures for the high priority properties with identified significant cultural heritage landscapes,

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additional funding will be required. There is currently \$100,000 in the 2017 budget for Phase Three of the Cultural Heritage Landscape Strategy implementation. Staff request an additional \$150,000, which will be needed to complete a timely review of the potential protection measures available and bring forward recommendations for implementation. Staff anticipate that Marcus Letourneau and Ken Moodie will be retained as independent experts for the implementation of Phase Three.

## **CONSIDERATIONS:**

### **(A) PUBLIC**

There is no legislated public process for the creation of Cultural Heritage Landscape Assessment reports; however, Heritage Planning staff have held an open house to receive information from the public in order to ensure complete and thorough research was undertaken.

### **(B) FINANCIAL**

As identified in the staff report, should Council proceed to Phase Three – Implementation of Protection Measures for the high priority properties that have identified cultural heritage landscapes, additional funding of \$150,000 will be required to complete that work. It is recommended that the additional amount be funded from the General Working Capital reserve.

### **(C) IMPACT ON OTHER DEPARTMENTS & USERS**

Heritage Planning staff will be working with other impacted town departments including Parks and Open Space to share information that may potentially impact future town projects.

### **(D) CORPORATE AND/OR DEPARTMENT STRATEGIC GOALS**

This report addresses the corporate strategic goal to:

- enhance our natural environment
- continuously improve our programs and services
- be innovative in everything we do
- enhance our cultural environment
- be the most livable town in Canada

### **(E) COMMUNITY SUSTAINABILITY**

This report generally complies with the sustainability objectives of the Livable Oakville Plan.



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**APPENDICES:**

- Appendix A - RayDor Estate Glen Abbey - 1333 Dorval Drive
- Appendix B - Bowbeer Farmstead - 1086 Burnhamthorpe Road East
- Appendix C - Rivaz Farm - 3367 Dundas Street West
- Appendix D - Hilton Farm - 2031 North Service Road
- Appendix E - Biggar Farm - 4243 Sixth Line
- Appendix F - Van Sickle Farm - 3451 Tremaine Road

Prepared by:  
Susan Schappert, CAHP, MCIP, RPP  
Heritage Planner

Recommended by:  
Diane Childs, MCIP, RPP  
Manager, Policy Planning and Heritage

Submitted by:  
Mark H. Simeoni, MCIP, RPP  
Director, Planning Services