

REPORT

PLANNING AND DEVELOPMENT COUNCIL MEETING

MEETING DATE: DECEMBER 10, 2018

FROM: Planning Services Department

DATE: November 19, 2018

SUBJECT: Cultural Heritage Landscape Strategy - Phase Two - Erchless Estate - 8 Navy Street, 110-114 King Street

LOCATION: 8 Navy Street, 110-114 King Street

WARD: 3

Page 1

RECOMMENDATION:

1. That the Cultural Heritage Evaluation Report, attached as Appendix A to the report dated November 14, 2018 from Planning Services, be endorsed.
2. That Erchless Estate be recognized as a significant cultural heritage landscape and move into Phase Three: Implementation of Protection Measures.

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 and Phase One of the Cultural Heritage Landscapes Strategy implementation was completed in February 2016;
- The Phase Two assessment of the eight high priority properties is complete and staff are undertaking assessment of medium priority properties;
- Erchless Estate was identified as a medium priority property;
- Heritage Planning staff worked on the draft Cultural Heritage Evaluation Report for Erchless Estate with other Town Departments including Parks and Open Space; Recreation and Culture; and, Legal, and consulted with the Mississaugas of the New Credit First Nation; Oakville Museum; and, local historical societies;
- Heritage Planning staff are looking to receive input from the Heritage Committee on the attached report prior to finalizing a recommendation to Planning and Development Council for its meeting of December 10, 2018.

From: Planning Services Department

Date: November 19, 2018

Subject: Cultural Heritage Landscape Strategy - Phase Two - Erchless Estate - 8 Navy Street, 110-114 King Street

Page 2

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* and the *Ontario Heritage Act* (OHA). 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 conserve cultural heritage landscapes, and Section Four provides conservation strategies for cultural heritage landscapes. The Strategy was not an exhaustive study on the history of Oakville, nor is it a fulsome inventory of all potential cultural heritage landscapes in the town.

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

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 in the high or medium priority categories were considered vulnerable to change (development pressures, natural

From: Planning Services Department

Date: November 19, 2018

Subject: Cultural Heritage Landscape Strategy - Phase Two - Erchless Estate - 8 Navy Street, 110-114 King Street

forces, neglect), to have insufficient existing protection, and/or to have 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. Six of the eight high priority properties were addressed by Heritage Oakville and Town Council in April and May of 2017, with the last two being addressed by Heritage Oakville and Town Council in September and October 2018. The remaining medium and low priority properties will be addressed in future Heritage Planning work plans. The assessment for Erchless Estate has followed the same methodology as the assessment reports received by Council to date.

COMMENT/OPTIONS:

Phase Two: Research and Assessment

The objective of Phase Two of the implementation of the Cultural Heritage Landscape Strategy is to build on the findings of the first phase and complete cultural heritage landscape assessments for recommended properties from Phase One. The draft Cultural Heritage Evaluation Report for Erchless Estate has been prepared by Heritage Planning staff.

Phase Two Methodology

The draft Cultural Heritage Evaluation Report for Erchless Estate has followed the same methodology used in the previous reports and is outlined below:

- Cultural Heritage Landscape Policy Analysis
Heritage Planning staff 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 existing conditions, topography, physical description, mapping and policy framework;
 - Property context – Description of the physical context, adjacent properties, surrounding landscape for each property;
 - Research – 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.

From: Planning Services Department

Date: November 19, 2018

Subject: Cultural Heritage Landscape Strategy - Phase Two - Erchless Estate - 8 Navy Street, 110-114 King Street

Page 4

- Draft Evaluations – Utilizing Ontario Regulation 9/06, Criteria for Determining Cultural Heritage Value or Interest under the *Ontario Heritage Act*, (OHA).
- Engagement

Consultation with impacted Town departments was ongoing throughout the project. The Mississaugas of the New Credit First Nation; Oakville Museum; and, local historical societies were also consulted in order to gain additional information and to ensure the accuracy of research materials. Materials sought were specific to developing an understanding of the history of property owners, property changes, or the historical and geographical context.
- Report

Based upon the foregoing work, a draft Cultural Heritage Evaluation Report was prepared for Erchless Estate and is attached as Appendix A. This Report includes:

 - An executive summary, introduction and methodology;
 - A list of sources and stakeholder engagements;
 - 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, layered, overlapping and/or nested cultural heritage landscapes, and significant views;
 - An evaluation of the property using a Regulation 9/06 Assessment, in order to gauge the level of cultural heritage significance; and,
 - A draft summary of cultural heritage value and a list of features which may warrant conservation.

The draft Cultural Heritage Evaluation Report has identified Erchless Estate as a significant designed cultural heritage landscape, which displays the recognizable imprint of human settlement and activities on land over time. Erchless Estate has design and physical value as a rare and representative example of an estate of the wealthy settlers of early 19th century Upper Canada. It has cultural heritage value for its direct associations with the theme of early 19th century commercial development and town building. The property has historical and associative value through its direct connection to Oakville's founding family, the Chisholms. The property yields, or has the potential to yield, information that contributes to an understanding of early 19th century lakefront estate development activities in Oakville; and, to the Mississaugas of the New Credit First Nation (MNCFN) who, as the area's pre-contact indigenous inhabitants, have identified the property as an area of interest. Further, Erchless Estate has value for its association with Canadian Architects Dick and Wickson; and, with Landscape Architects Dunington-

From: Planning Services Department

Date: November 19, 2018

Subject: Cultural Heritage Landscape Strategy - Phase Two - Erchless Estate - 8 Navy Street, 110-114 King Street

Grubb and Stensson, who defined the early years of the Canada's landscape and horticulture industry.

Erchless Estate has contextual value:

- as the location of Oakville Museum; Oakville Historical Society; and, a community park, the property defines, maintains and supports the character of the area;
- it is physically, functionally, visually, and historically linked to its surroundings including Oakville Harbour, Sixteen Mile Creek, Lakeside Park and Old Oakville Heritage Conservation District; and,
- it is a landmark within the Town of Oakville.

The draft Cultural Heritage Evaluation Report was reviewed and endorsed by the Heritage Oakville Advisory Committee at its November 27, 2018 meeting.

If Council proceeds with protection under the *Ontario Heritage Act* for the cultural heritage landscape of Erchless Estate, a Conservation Plan for Cultural Heritage Landscape would also be required as part of Phase Three, as per By-law 2018-019.

CONSIDERATIONS:

(A) PUBLIC

There is no legislated public process for the creation of Cultural Heritage Evaluation reports; however, Heritage Planning staff have liaised with relevant community stakeholders to receive information from the public in order to ensure complete and thorough research was undertaken.

(B) FINANCIAL

There is sufficient funding in the Capital Budget.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

Heritage Planning staff will be working with other impacted town departments including Parks and Open Space, and Recreation and Culture 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:

- provide outstanding service to our residents and businesses
- enhance our cultural environment
- be the most livable town in Canada

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(E) COMMUNITY SUSTAINABILITY

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

APPENDICES:

Appendix A – Draft Erchless Estate Cultural Heritage Evaluation Report

Prepared by:
Elaine Eigl, CAHP
Heritage Planner

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

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